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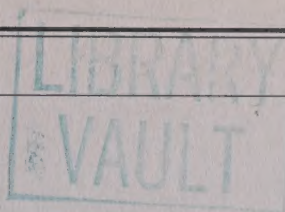
Vol 3

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THE ROYAL COMMISSION ON METROPOLITAN DEVELOPMENT OF EDMONTON AND CALGARY

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PROCEEDINGS

DATE.....October 14, 1954

VOLUME.....III

March 29

The Court House

EDMONTON - ALBERTA

SUPREME COURT REPORTERS, EDMONTON

VOLUME III

October 14th, 1954

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THE SITTINGS OF THE ROYAL
COMMISSION OF METROPOLITAN
DEVELOPMENT OF CALGARY AND
EDMONTON, held at the Court
House, Edmonton, Alberta,
commencing Thursday, the 14th
day of October, A.D. 1954,
at ten a.m.

THE CHAIRMAN: Gentlemen, we are prepared to proceed with the examination of Mr. Moffat and the plan for the day is that the examination of Mr. Moffat will proceed until completed, if completed by the time of the noon adjournment in case it is not in view of other commitments that have been made, we will adjourn that examination until tomorrow morning at 10 o'clock. This afternoon I will make a further statement, later this morning. Mr. Moffat, you will be considered as sworn and the cross-examination will begin.

R.E.MOFFAT, having been recalled to the stand on his former oath testifies as follows:

Are you ready to proceed, sir?

THE CHAIRMAN: Yes.

MR. MOFFAT: There are two things, possibly before we start the cross-examination, one is to present this exhibit showing the breakdown of the Edmonton Assessment, 1954 assessment breakdown into the different categories to show residential and commercial separately, we have plenty of copies of them here now.

THE CHAIRMAN: Yes, what is the exact title, Mr. Moffat?

A Analysis of 1954 Assessment Roll of the City of Edmonton.

THE SITTING OF THE HOUSE
COMMISSION OF INVESTIGATION
DEVELOPMENT OF ENERGY
AND MINERAL RESOURCES
HOUSE, EDWARDS, ALBERTA
COMMENTARY, Thursday, 1964
day of October, 1964
at 10:00 a.m.

THE CHAIRMAN: Good morning, we are pleased to welcome
with the examination of Mr. Edwards and the House
for the day is that the examination of Mr. Edwards
will proceed until completed, at which time the
House of the House adjournment at 12:00 noon.
In view of other commitments that have been made,
we will adjourn that examination until further
arranged 12-13 October. When we return, we will have
a further examination, in the afternoon, of
Edwards, and will be completed at 4:00 p.m. and the
House adjournment at 5:00 p.m.

U.S. HOUSE and the examination of the House of the
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Edwards, and will be completed at 4:00 p.m. and the
House adjournment at 5:00 p.m.

THE CHAIRMAN: That will be 28E, Analysis of the
Assessment Roll of the City of Edmonton.

ANALYSIS OF THE ASSESSMENT
ROLL OF THE CITY OF EDMONTON
AS PRODUCED MARKED EXHIBIT
28E AND PUT IN.

THE CHAIRMAN: Mr. Moffat, did you say '54.

A Yes, it is the '54 assessment roll. Now, it is possible to get a more detailed breakdown of the different items but in discussions with the city assessor it was decided that this kind of a breakdown would possibly be more useful and if anyone wants further details they are available on request. By the way of explanation, we might just point to one item there which is marked commercial and residential in the same building, I think the meaning is obvious but it might be worth recording as it is the situation of a store with apartments up above.

THE CHAIRMAN: Thank you.

A Now, the other point that I wish to mention, just at the outset, I haven't seen the record of Tuesday when I was in the stand but I recall a question with respect to the area taken into the City of Ottawa and I think in answering that I mentioned the towns surrounding which had been taken in and I believe I mentioned Eastview and Rockliffe, the fact is Eastview and Rockliffe were not taken in, the areas surrounding them were taken in but those two towns were left out, I think we should correct the record to that point.

THE CHAIRMAN: Yes, thanks.

A Now, we are ready to proceed.

THE CHAIRMAN: That will be all, Analysis of the

Assessment Roll of the City of Toronto

ANALYSIS OF THE
ROLL OF THE CITY OF TORONTO
AS PREPARED BY THE
CITY ENGINEER

THE CHAIRMAN: Mr. Weller, did you say that

Yes, it is the old assessment roll. That is the
possible to get a more detailed statement of the
different items but in discussion with the city
assessor it was decided that that kind of a statement
does not would possibly be more useful with the
wants further details than the existing one.
By the way of explanation, we might say that
to one item there was a great number of
residential in the same building, I think the
meaning is divided and it is not the same thing
as it is the character of a block with apartments
or houses.

THE CHAIRMAN: That will be all.

Now, the other point that I want to mention, that
of the houses, I think I have seen the roll in
when I was on the board and I recall a question
with regard to the houses that the City of
Toronto and I think it is something that I remember
the town engineer which had been taken to the
I believe I mentioned before and I believe
fact is that the houses were not taken
the town engineer had been taken in the
two things were left out, I think in the
the record in that point.
Yes, that's right.
Now, we are ready to proceed.

MR. GARSIDE: Cross-examination, sir.

THE CHAIRMAN: Yes.

MR. GARSIDE: I have no questions, not in cross-examination.

THE CHAIRMAN: You have no questions?

MR. GARSIDE: No.

THE CHAIRMAN: Mr. Harries.

MR. HARRIES CROSS-EXAMINES THE WITNESS:

Q Mr. Chairman, I don't know what this last, I didn't get the exhibit number of this.

COMMISSION SECRETARY: 28E.

MR. HARRIES: In connection with Exhibit 28E which was just filed, Mr. Moffat, I am wondering if you are in a position to make, give to the commission the basis upon which the assessment in the City of Edmonton is conducted. Now, this may be a question that someone like Mr. MacDonald could answer more --

A Yes.

Q Easily.

A He could give more further details but the basic calculation is approximate construction costs of 1945 and the usual provisions for depreciation and so on and then in the case of commercial the assessment roll is based on 60 percent of that figure and in the case of residential it is based on 50 percent of that figure. Now, further details you could get from Mr. MacDonald but that is the basic pattern and it is noticeably different from the pattern in the surrounding municipalities as to the formula which is applied but as to the

cross-examination

Yes.

MR. GARDNER: I have no questions.

Examination.

THE COURT: You have no questions.

MR. GARDNER: No.

CHAIRMAN: Mr. Gardner.

THE COURT: All right.

THE COURT: All right.

Did you get the exhibit?

COMMISSIONER SECRETARY: Yes.

MR. GARDNER: In connection with that?

Which was just in the exhibit?

If you are in a position to

re-examine the exhibit and report

in the City of Edinburgh?

It is now in the City of Edinburgh?

Mr. Gardner could answer that.

Yes.

Yes.

He would give more time.

He would give more time.

He would give more time.

He would give more time.

He would give more time.

A (Cont.) result of the formula it is not, as I understand it, too terribly far different.

Q I think it might be useful to the commission to have, while the statement you have made is helpful, Mr. Moffat, I wonder if it wouldn't be useful to the commission to have a statement from the city assessor dealing exclusively with the manner in which the assessment is conducted in the City of Edmonton because as Mr. Moffat has said there is a difference in the basis and it, I think, is of prime necessity in comparing these various regions to know how the assessment is conducted.

A Yes, now, I might add that, as reported in the brief, in the case of Beverly and Jasper Place a test was made by having the City of Edmonton assessors go out into those two communities and assess some houses and apply the city formula to them and then comparing the result of the city formula with the assessment rolls that are now in effect in those two municipalities but the results of that are available. It was a small sample so that I wouldn't want to imply that is necessarily a completely accurate result but it does give a fair picture of the comparison of that sort. That kind of comparison has not been made in the case of Strathcona, it could be done without too much trouble if it is thought desirable to do it but the other two were covered on that basis.

Q I was going to ask, Mr. Chairman, arising, not from evidence placed before the commission I must

Q (Cont.) confess, but from a newspaper report which indicated, as I recall, that the assessment of Jasper Place would be reduced by 66 percent or something according to this survey done by the city assessor and I was going to ask if we couldn't have Mr. Moffat, or the City assessor, Mr. MacDonald, place the result of that survey upon which that figure was based before the commission and I think it might be useful in making, and of assistance in making these comparisons.

A Not reduced by 66 percent, reduced to 66 percent.

Q Well, as I say I don't read the newspapers very carefully but it is just that the figure stuck in my mind and I thought it might be useful if we had it, the exact detail.

A Yes, well those are available if it is desired. The figures are right here and in the case of Beverly the calculation on the basis of eleven dwelling houses is that the city, the Edmonton assessment averaged 73 percent of the Beverly assessment.

THE CHAIRMAN: Excuse me a moment, Mr. Moffat.

A Yes.

THE CHAIRMAN: Mr. Harries, it is the intention of the commission to call Mr. MacDonald after this cross-examination is completed, would that satisfy you?

MR. HARRIES: Oh, most certainly sir, I am not just sure what information can come from Mr. Moffat but if Mr. MacDonald is coming up that will be --

...continued, but...

...which appeared, as I told you...

of Jasper Place would...

something according to...

assess, and I was not...

have Mr. Moffat, or...

place the result of the...

figure was about the...

it might be...

to make the...

Not reduced...

Well, so I may be...

perhaps...

my mind...

the other...

Yes, well then...

The...

However, in...

dwelling...

essentially...

...

...

...

...

of the...

this cross-section...

entirely...

...

...

...

A Yes.

Q I am sure that will be fine.

A It is quite satisfactory to do it whichever way you like.

THE CHAIRMAN: I just care to say that that is the plan we have in mind, in calling Mr. MacDonald, we might shorten this part of the examination --

MR. HARRIES: Yes.

THE CHAIRMAN: If you are agreeable.

A The overall results are here, the details Mr. MacDonald will be able to answer much better.

MR. McKENZIE: Mr. Chairman, those results appear to be in tabular form and I think perhaps it might be useful to the commission to have that table entered as an exhibit if the city has no objection.

A No, no objection whatever, they will need some interpreting because these kind of tabulations, for general circulation, can be misinterpreted by outsiders but as far as the commission is concerned --

MR. ROBISON: We are not outsiders, are we?

A No, but I am somewhat concerned about the present interpretation in public discussions, that might be placed on it, particularly when they are only a very small sample instead of covering the whole area.

MR. McKENZIE: Who would be the best person to give the interpretation, yourself or Mr. MacDonald.

A Mr. MacDonald can give it in further detail but the basic warning I can give as well as anybody else

MR. BARNES:

THE CHAIRMAN:

A. The overall result

McDonald will

MR. McKEE:

A (Cont.) and when you are basing it on such a small group as this it is dangerous to use it as a representation over the whole area and secondly that these figures are based on the general tax only and they do not take into account the local improvements so the total amount that is being paid by any individual householder will not necessarily be reflected in these figures, this will reflect the amount of revenue that is available for general purposes of the municipality, the tax bill which will come to the individual will not necessarily follow this because of the local improvement element in it. Now, that is the aspect of the thing that we were somewhat concerned about in making them available for public information.

MR. ROBISON: Would it be wise, Mr. Chairman, when Mr. MacDonald is called to have that information developed at the same time as an exhibit --

THE CHAIRMAN: Oh, Mr. Moffat says that Mr. MacDonald will be quite familiar with it.

A It was done by his staff.

THE CHAIRMAN: He could do it in more detail then he will be prepared to so we can leave it. Do you still wish that entered as an exhibit, Mr. McKenzie.

MR. McKENZIE: I thought it would be advisable if we put it in at this time and then such comments as Mr. Moffat wishes to make on it you could have now and then the details could come later if you desire, sir.

General, say only and
the local improvement
is being done

this will
and have for general
the tax of 100
will not necessarily
local improvement also

respect of the
about 100

MR. ROBINSON:

What

developed

in the

all of

A. is the

THE CHAIRMAN:

he will

you will

What

MR. ROBINSON:

we are in the

and the

on the

THE CHAIRMAN: What would you care to say?

MR. GARSIDE: Mr. Chairman, the evidence that the city will produce at the next hearing will probably clear up many of these matters, you said, sir, that, you made the remark that the briefs that have been submitted were mainly statements and information and opinions and so forth and that you wanted the facts, well, the next hearing, we hope to bring before you witnesses who will give to you that statement of facts which you are, it wasn't our intention, for example, to call Mr. MacDonald or other city officials until the 22nd of November and I think, with respect, that that is a reasonable request because we have the advantage now of getting the tone and scope of the hearing more or less shown by these, this preliminary hearing so, if it is satisfactory to you if you wouldn't call Mr. MacDonald now but later you will get perhaps much more information.

THE CHAIRMAN: Mr. Garside, the commission will have a short meeting during the noon recess and I will be able to tell you after that. Now, Mr. Harries I think we - - pardon me, if we are going to have this entered are there sufficient copies?

A Not here, these are only typed copies, I only have one of each but I believe Mr. MacDonald has one or two others so they would have to be mimeographed and they could easily be available, say by tomorrow morning if that is the wish.

THE CHAIRMAN: Shall we enter them now or wait until tomorrow morning?

MR. MCKENZIE: If you wish, sir.

Mr. [Name] [Address] [City] [State] [Zip]

Dear Mr. [Name]:

I am writing to you regarding the [Topic]

that you made the [Topic]

been expected [Topic]

and [Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

[Topic]

THE CHAIRMAN: We will wait until tomorrow morning until the copies are available for all members of the commission and anybody else who wishes to see them. Mr. Harries.

Q MR. HARRIES: Mr. Moffat, there is one question arising out of the discussion with regard to this, shall we say the sample assessment comparison and I ask you this question rather than Mr. MacDonald because I think it is more in your field. You studied, I believe you told the commission, the general situation in both Beverly and Jasper Place.

A That is correct.

Q And you are familiar with the variations that are to be found within areas --

A Variations in what respect?

Q In the type of house and size of lot and other details of the general variation that occurs from an assessment stand point in a community.

A Oh, yes, you are not referring to variations in the report of assessment as between houses of comparable type and quality in the area?

Q No, no, not --

A There is no evidence of that kind of variation --

Q No.

A -- but there is plenty of evidence of variation in the quality of house, one house against another house, yes.

Q On the basis of your observations then I am wondering if you could indicate to the commission what you would consider to be a satisfactory size, for a sample, in both Jasper Place and Beverly sufficient

CHASMAN: We will wait until we have

until the copies are available for all names

of the commission and anybody else

see them. Mr. Harries.

MR. HARRIES: Mr. Moffet, there is a version

existing out of the ordered, and I repeat

shall we say the sample photograph

I ask you to question further that

because I think it more

enabled, I believe you told me that

general situation in that

That is

And you are with the version

to be found within reason

At what respect

In the type of house

detail of

and

I am

to be

there is

of the photograph and I am

to be the photograph and you

to be a detail

of the

Q (Cont.) to indicate that, let us say with five percent accuracy, the assessment differences under the existing assessment procedure and under the assessment procedure used by the City of Edmonton?

A If one is trying to get that kind of comparison for a residential property only, I have been quite impressed with these two samples for this reason in one case there are 11 houses and in the other case there are 14 houses and the results for individual houses are reasonably consistent with each other as to the amount by which the level falls below and it gives me a good deal of confidence that the average of this sample is a pretty good indication in itself so that I would not think we would need to have a much bigger sample. In fact I would be reasonably well satisfied to accept this sample if we were dealing only with existing residential areas. Now, if you are dealing with the new growth that is coming in, if you are dealing with the local improvement charges or if you are dealing with commercial units I would be very doubtful whether a sample will get you the answer because the differences there, particularly in the commercial, from one building to another, you can't pick a typical building so I would be very much afraid of it but for the existing residential I think this sample isn't too bad, I wouldn't advocate a much bigger sample except that the local improvement question has got to be watched all the time.

Q It is then your opinion as a statistician that the sample that the City of Edmonton have taken is adequate and might be relied upon by this commission in drawing comparisons between residential, the effect of reassessing the residential parts of Beverly and Jasper Place in terms of the city procedure.

A And in terms of what it will produce in revenue, to the general budget, not the local improvement side of it.

Q The next question I was going to ask you is this: would it be possible to obtain an estimate for that same sample, just for residences only, an estimate of the, let us say the mid value in the two samples of the cost of local improvements under (a), the situation that exists there today and under (b) the situation that you contemplate when you made your recommendation that this should be brought into the City of Edmonton and a standard maintained equal to those of the City of Edmonton.

A Well, could I answer that in two parts? First, I think it is an irrelevant question from the point of view of what the effect on the over all budget would be because local improvement is a charge on the individual earmarked to pay the expenses of a specific utility service or specific street and secondly does not affect the overall burden that will fall back upon the tax payers of the area as tax payers contributing to the services in the other part. Now, getting to the point of view of the residences of the area it is strictly not irrelevant

Is the your opinion as a statistician

sample that the City of Edmonton have taken

adequate and might be relied upon to

in drawing comparisons between results

effect of reassessing the residential parts

Beverly and Jasper place in same order

procedure.

And in terms of what it will be

to the general public, but the other factors

side of it.

The next question I was going

would it be possible to obtain an estimate

that same sample, but for residential parts

estimate of the residential parts

two samples of the residential parts

(a) the residential parts

under (b) the other

you made your remarks

brought into the city

estimated about

Well, could I

the matter of getting an estimate of the residential parts

specifically in the residential parts

second

in the residential parts

to the point of view of the

specifically in the residential parts

A (Cont.) it is a very important consideration and in that respect, I don't know the situation, the assumption that underlay the submission is that whatever local improvement charges are being collected in there now, the officials of Jasper Place consider them to be sufficient to cover the cost of services that are being provided and that would continue and that whatever extra services are put in there a certain proportion of those will be chargeable against local improvements and that they will carry themselves to the same proportion and consequently nothing has been done in that respect. Now, whether it would be possible to estimate what the charge on the individual would be I don't know, I haven't looked into it but it would be inevitable that if streets and sidewalks are put in there on the city's type of program where roughly half is chargeable to local improvements the local improvement charges will be quite a bit higher but how much higher I don't think you can anticipate.

Q You have said, Mr. Moffat, that it is irrelevant as far as the over all budget is concerned but highly relevant insofar as the individual taxpayer is concerned?

A That is right.

Q Now, I am wondering whether you would agree with this, that we may be in the position, if we followed your recommendation, which assumes a standard of services in Beverly and Jasper Place equal to that of Edmonton we may be in the position of placing

and in that respect, I don't know.

The assumption that underlies the

whatever local improvement that

collected in there now, the officials

place consider the

cost of services that are

would continue and that whatever

are put in there a certain amount

be chargeable against the

they will carry these

and consequently working has

respect. Now, whether it

estimate that the

as I don't know, I haven't

would be involved

are in there

where roughly

range the

is a higher

can anticipate

You have said

as far as the

that is relevant

is concerned

that which appears

and these

also

Q (Cont.) such a tax burden on the present residents of Jasper Place and Beverly, not by way of general taxation structure, but ^{by} way of local improvement costs and we may be in such a position as to make it completely impossible for those people to carry the tax burden.

A Yes, but they always have the alternative of requesting that the local improvements be not proceeded with. That is an option that is open to them at any time and they can deal with it as time develops . This calculation is on the basis of proceeding immediately and if they want it they can do it that way and if they want to delay it that is a decision that is up to the community at the time.

Q Are you sure that if the Town of Jasper Place became a part of the City of Edmonton that the individuals in Jasper Place would have an option as to whether local improvements such as sewage and so on would be --

A The sewage is already taken care of under the present scheme.

Q Under which scheme?

A That is now in effect in Jasper Place, the scheme which is under way and now being installed will take care of the sanitary sewage scheme and the financing of that is already arranged.

Q Throughout the whole of Jasper Place?

A Of the existing built up area, that is my information that it is, yes.

Mr. [unclear]
[unclear]
[unclear]

and a tax burden on the [unclear]
of [unclear] [unclear] and [unclear]
of general taxation structure, and way [unclear]
improvement costs and we can be in [unclear] position
as to make it completely [unclear]
people carry the tax burden.
Yes, but they always have the
requesting that the local [unclear]
precluded with. This is [unclear] [unclear] [unclear]
to them at any time and they
time develops. This calculation
of proceeding immediately and [unclear]

became [unclear]
individual [unclear]
[unclear]

and so on way
The demand is already
present [unclear]
Under [unclear]

and [unclear] [unclear]
[unclear] [unclear] [unclear]

Q I think we may get a little more information on that, but that is a matter of --

A That is sanitary sewage only and not --

Q Hmm hmm.

A -- what is now installed but that is within the present scheme, that is the information that was provided to me.

Q Then, if I understand your observations with regard to the local improvements correctly we might be in the position, if we followed your suggestion, might we not, of suggesting to the people of Jasper Place and in Beverly they can have a standard equal to the City of Edmonton and then finding out that those people can't afford that standard and hence would not be able to have it.

A Yes, that is certainly a possibility and that is implied in the whole thing, that they will be paying the same proportion of local improvement charges as any other section of the city.

Q On page 1 of the brief, Mr. Moffat, down about the fifth line from the top I notice that you say that the attitude of the city is that the time has arrived when municipal boundaries should perhaps be rearranged and I also notice in the statement made by His Worship Mayor Hawrelak, also on page 2, that the instructions from City Council, the Council of the City of Edmonton was that the principles, there should be a reorganization in terms of these principles which are enumerated provided that no undue burden of taxation will fall upon those residing within the present city boundaries. Now, am I correct in assuming

There is a matter of --

that is entirely correct only and so --

It is --

-- what is now installed --

present scheme, the one in the

provided to me.

Then, if I understand you, and various

to the local improvement, correctly we

--- --

we not, suggesting to the pool

place and in Beverly they are now at

to the City of Cambridge

these people's feet afford --

would not be able to see it.

Yes, that is correct.

included in the whole --

the same proportion of the

or any other case.

I'm page 1 of the --

fifth line from the

the attitude of the city is

with confidential knowledge --

and I also happen to be at

hered before.

There is a matter of --

There is a matter of --
There is a matter of --

Q (Cont.) that you say in your submission the boundaries should perhaps be rearranged because you are mindful of the requirements that the city council placed upon the commissioners, namely that there should be no undue burden of taxation.

A I think you might notice that when I read that brief I left out "perhaps", I didn't draw particular attention to it but I read it and dropped the word "perhaps" and the reason being this; that when the draft was prepared it was prepared on the basis that you're suggesting but that further consideration has led to the, led me to the conclusion that if the scheme can be put in in the form that is proposed there will not be undue extra costs falling on the city. Now, if the scheme is put in in some other way there may be and in which case you have to go back on the consideration of whether there is undue burden or not. If the scheme is put in on the basis as proposed I don't think the burden on the city will be undue and for that reason I would be prepared to drop the word "perhaps" out of there altogether and say it should be rearranged.

Q Would the instructions of the city commissioners, received from the council, permit you to drop the word "perhaps"?

A On the basis of the judgment of the financial situation which would result if the Strathcona Industrial area is in I think yes and that is left undue, which is no undue burden and somebody's judgment has to be what is undue and what is not undue, my judgment of it is that if the Strathcona industrial area is in

the boundaries should be
you are in the
boundaries placed upon the
that they should be
I think you have
brief I let you know
essential to it
perhaps in the
was prepared to
will be easy
as led to the
the scheme is
proposed photo will be
on the left

A (Cont.) then the burden on the city would not be undue.

Q If there was an increase in the mill rate to the tax payer in the present city of Edmonton of five mills would that be undue in your opinion?

A I don't know, that is a question for, it involves a good many considerations but there would not be implicit in this scheme any increase anything like five mills.

Q Let us suppose --

A If the industrial area is brought in along with Jasper Place and Beverly.

Q If there was an increase of five mills, in your opinion would it be an undue burden ?

A It depends on what you are getting for five mills, a five mill increase and nothing in return is undue and a five mill increase for a good return is not undue, depends on what you are getting in return for it.

Q On your scheme, Mr. Moffat, on your scheme, taking everything that you are getting under your scheme you have told me that it is up to someone to interpret the undue.

A Yes.

Q You are, you have undertaken to interpret it by leaving out the word "perhaps" now, I want to know whether five mills is undue or not?

A Well, on that basis five mills is undue, four mills is undue, the brief says so.

Q Is three mills undue?

A The brief says that the cost of bringing in Jasper Place and Beverly would, by themselves and without the industrial area, work out at about four mills and the brief then goes on and says the city would be forced to oppose on the basis of Jasper Place and Beverly only and it therefore means that four mills is undue, yes. Now, three or two or one, that is the decision for the community, that is not a decision for me.

Q No, I suggest, Mr. Moffat, that you have already told me that you, someone has to interpret the meaning of the word undue and you undertook in one instance to interpret it so I want to get some cardinal value to this scheme of yours so --

A Well, I will put those kind of limits on it, four is too much but some small imcrease is probably not undue but the decision as to where you draw the line is one for public opinion of the City of Edmonton.

Q Well, someone has to interpret it and you have already undertaken to interpret it and I would like to know whether a two mill increase in the City of Edmonton tax rate, in your opinion, just in your opinion would be undue.

MR. BLACKSTOCK: That is getting into relativity.

A Yes, that is right.

Q MR. HARRIES: You don't feel you can answer the question?

A No, I wouldn't, I would put those limits, four mills is too much but in between it depends what you are

the interest I am
and the brief of the case
be forced to appear
and however only one
this is known, yes,
that is the
a testator for me
No, I suggest, Mr. Justice,
told me that you, sir,
member of the
instance of the
cardinal value
Well, I will
is too much
not under a
line is
Education
Well, sir, I am
already, and I am
to be a member of
Education, as I am
I would be
Education, as I am

old: I am in
it is a very
I am in

A (Cont.) getting in return for the proposal.

Q Well, you know what you are getting because it is your scheme.

A But what we are proposing here, we, we haven't got the figures completely but the indication is it would probably not involve any increase.

Q Suppose that your figures were wrong, and it involved two mills would you still think it was a good idea?

A I wouldn't want to offer an opinion. Two mills --

Q Not specifically anyway, Mr. Moffat.

A Certainly I would take this general position and that is confirmed with what the Toronto people say that a city of this size should look to its future to the extent of being prepared to pay a little bit extra to get growing room for the future but how much to pay is their decision.

Q What, in your opinion just as an expert, what would a little bit extra amount to in terms of the mill rate?

A I don't know.

Q Then it makes it very difficult to discuss these things if we don't know what we are talking about, Mr. Moffat. I notice in the second paragraph of your brief that you note that "the Government of Alberta recognizes that a problem of unbalanced residential, commercial and industrial taxation is arising in what may be termed --" and so forth, I am wondering what actual basis, if any, you have for that statement.

A Well, I don't think they would appoint a royal commission unless they thought they had a problem to deal with, I think that is the factual basis

Getting in return to
Well, I know what you are getting because I
was there.

But when we are traveling, we are not
the figures completely are they?
would probably not involve a line
Suppose that your life was not what it is
involved two miles would be still there-44
Good idea?

A I wouldn't want to offer to
Not specifically anyway, Mr. Miller.
Certainly I would take this
that is contained with what is Toronto
say that a copy of this size should

that is a very good idea
would be a little better

I don't know.
Then it comes to my
change if we could help in the
Mr. Miller.

A (Cont.) the fact they appointed a royal commission.

Q How do you know that is the problem?

A Pardon?

Q How do you know that is the problem?

A Oh, that is what their terms of reference are.

Q In their terms of reference do they mention specifically a problem of unbalanced residential, commercial and industrial taxation?

A No, they don't mention it in those terms, they mention, well, the wording of the Order-in-council is there.

Q I think you have to be fairly --

A They mention the question of municipal boundaries and financial arrangements in the area --

Q Is that right?

A Now, that implies a balance of residential and commercial and industrial .

Q Does it really?

A I don't think you can consider a reorganization of municipal boundaries without taking into account your assessment balance and the costs that are resulting from the type of activities that are carried on by the groups/in the different assessment categories.

Q You don't think so but you haven't given me any evidence to indicate that the government of Alberta agrees with you, I just wondered if you have -- now, in the third paragraph to go on "it appears that as a result of the experiences of other cities growing industrially somewhat similar to that of

Q (Cont.) Edmonton, it was found necessary to combine these unbalanced separate areas into one large area ." Now, I wanted, if I remember correctly, Mr. Moffat, you mentioned Ottawa, Windsor, Hamilton and Toronto as the four examples.

A Yes.

Q Am I correct in supposing that these are the other cities growing industrially somewhat similarly to Edmonton that you referred to?

A Yes.

Q Are they --

A And you could add Sarnia and you could add Oakville that I know off hand and you could add Calgary which is in the process of being dealt with now and which has added on some more area, you could add on Winnipeg where the discussion is going on but hasn't come to a conclusion yet, I think --

Q Mr. Moffat --

A And you could add practically every city in North America as having the same kind of situation.

Q I think you're right but I think if you read your statement more carefully you can't add Calgary for one, it says it appears as a result of experiences it was found necessary to combine these unbalanced separate areas into one area.

A Calgary --

Q You're giving me examples of where the problem is, you're not giving me examples, latterly at least of where the problem has been solved by your method so can we knock off Calgary and Winnipeg?

Q: (Cont.) ... I was ...

to exhibit these ...

one large area ...

correctly, Mr. ...

Windsor, Hamilton ...

A: Yes.

Q: Am I correct in supposing ...

... to ...

to Edmonton that you ...

Q: ... are they ...

A: And you would ...

that I know of ...

... as a ...

... ..

... ..

... ..

... ..

... ..

A No, you can't knock off either one, Calgary has added some area and Winnipeg is in the middle of deciding whether or not they are going to add it, they have had a problem and the committee has recommended that something be done and that hasn't been put into effect yet and it is anybody's guess how long it will be but the committee that studied it thought they ought to have some kind of further coordination to balance off their situation.

Q Mr. Moffat, are you asking me to believe that in Calgary these unbalanced separate areas have been combined into one large area?

A No, I am saying that some areas have been taken in though.

Q That is a different statement from the one that appears in the brief. I just want to get from you practical examples, and if you insist on having Calgary in then I would be very glad to ask you --

A The best practical examples are the ones we mentioned, Ottawa, Windsor, Hamilton, possibly Sarnia and Toronto.

Q And Toronto.

A You might add Oakville, it is a smaller center but the same thing has happened there.

Q Yes, I thought it may be useful for the moment to just look into the comparability, if you can understand that word which I have difficulty with, of the situation in Edmonton, let us say and those areas that we have discussed. Now, let us first take Ottawa, I believe you told the commission this

...you said those
...added some more and
...deciding where to go
...they have had a
...recommended that
...been put into effect
...guess how long it
...stayed at that
...they coordinate

Mr. Wolff, are
Calgary these units
combined, and if
No, I am not
though.

mentioned, then
Santo and Louis
And Toronto.
You might see
the same thing and
...the fact is
just look into the
state that would
...return

Q (Cont.) morning that Eastview was not included in the amalgamation?

A That is right, and Rockliffe.

Q Now, as I remember it Eastview is immediately across the Rideau canal or river.

A River.

Q It is the river, I believe?

A Yes.

Q The eastern edge and Rockliffe village is immediately north of Eastview and when you travel from Ottawa to Eastview or Ottawa to Rockliffe you go over a political line of demarcation?

A That is right.

Q And nothing else there, otherwise they are contiguous areas as far as the ordinary traveller is concerned?

A That is right.

Q Could you tell the commission why Eastview and Rockliffe were not in the amalgamation?

A Because as I get the story, because nobody asked that they should be in. That particular amalgamation was handled on the basis of application and voluntary agreements and when the city did not apply to bring in Eastview because they didn't want Eastview, it is, it was a low income area which would have involved them in extra costs. Nobody applied to bring in Rockliffe because Rockliffe wanted to stay out so that those two particular areas were left out for those reasons, in other words, that was on a voluntary basis which didn't complete the job but left outside one wealthy area and one poor area. What was taken in was an industrial area on the south,

A (Cont.) a: residential area on the east,
a residential area on the west. What was taken in
there was a reasonably balanced area but those
particular two were left out and the area taken in
was a balanced area, residential and industrial.

Q Do you have any figures that you could give the
commission to indicate the balance of assessment in
the City of Ottawa before amalgamation and in
greater Ottawa after amalgamation?

A No, I don't but I think it may be possible to get
it. The area that was taken in, the industrial
area that was taken in in south Ottawa was a growth
area and there was not much assessment in there at
the time but it has grown up quite a bit since and
it gives the area for growth, the actual assessment
wasn't there at the time, in other words it was
anticipation in provision of room to grow in the
industrial area of the south side of Ottawa.

Q Now, Mr. Moffat, do you think that one of the,
wasn't one of the basic reasons in the Ottawa
amalgamation simply the desire of the federal
district commission to implement the capital plan
and to consolidate the general area of the City of
Ottawa to facilitate that plan which involves
moving the railways out of the center of Ottawa
to the outskirts and involved general rearrangement
of the whole area? The federal district commission
were they not primarily behind this amalgamation at
that time, it was not one brought on by the circumstances
that you suggest we should --

1000

particulars are not left on the way
was a different case, substantial one

Q Do you know any of the names?

Commissioner of the City of Ottawa

the City of Ottawa

Greater Ottawa Region

A No, I don't, but I think it may

be. The place that was taken

area that was taken at the time

area and there was not an

the time but at the

it gives the area

wasn't there at the time

anticipation

anticipation

district committee

and to committee

to the committee

moving the

A Well, partly --

Q Require in Edmonton.

A Partly, no, the federal district commission was very active in it but the thing that was done on the south shore in the Ottawa area was not done on the north shore in the Hull area although the federal district commission was interested in both. There were other factors involved, particularly the local factors in the Ottawa area and particularly the fact that the residential areas of Ottawa were filled and they were spilling over the boundaries to the west and back in behind the experimental farm and the residences in there wanted urban services and the city wanted further room for commercial expansion on the south side. Those two things added on to the federal district commission interest brought something about on one side of the river but didn't bring anything about on the other side of the river because there were not the local considerations in there.

Q Is it not correct to say that the federal district commission are still very active in trying to promote the amalgamation and relocation of industry on the Hull side of the Ottawa river ?

A I believe so but they haven't succeeded which is pretty good evidence they weren't the main factor or the only factor on the Ottawa side.

Q They were nevertheless an important factor?

A An important factor, that is right.

Q In connection with the Toronto situation which, there is ample evidence before the commission, I would only like to ask you just one question. Was

Q. He lives in Birmingham?

A. Yes, he does.

Q. Very active in?

on the south side?

on the north side?

Federal district?

There were others?

the local factor?

the last time?

filled and they?

to the west end?

farm and the?

services and?

commuter?

Q (Cont.) the amalgamation that took place in Toronto primarily a result of the inbalance between the various areas and municipalities and towns that were affected or was it primarily an in balance between the assessment in the City of Toronto itself .

A In the City of Toronto itself I don't think so, I think it was primarily the City of Toronto's interest in getting elbow room, if you like, better arterial roads and that kind of thing in order to make it possible to continue the growth of the downtown section of Toronto and secondly an interest in some of the suburbs, not in all of them but the dominantly residential dormitory suburbs in getting some share of the tax revenue in the industrial parts in some cases industry being located in suburbs and in some cases industry located downtown so there was two elements in there, one the elbow room idea for the downtown area and secondly the in balance of assessment as between some of the suburbs and the city and some of the other suburbs.

Q But the city itself wasn't suffering or wasn't suffering the problem of in balanced residential, commercial and industrial assessment?

A Not particularly as I know the situation, no.

Q The remedy that was proposed at any rate wouldn't alter that to any great extent, would it?

A No, no, and in that respect it is not greatly unlike the Edmonton situation here where the present balance within the city is not too bad.

the amalgamation in
in Toronto primarily a result of the fact
between the various areas in which
towns that were affected by the

Toronto itself
in the City of Toronto
think it was primarily
interest in getting a
arterial roads and the kind of
make it possible to continue
downtown section of Toronto
in some of the areas a
dominantly needed
some extent of the new revenue
parts in some cases
suburbs in some
so there is a
room there for the
in balance of
suburbs and the city
But the city itself
out only the greater

particularly in the case of
remedy that has been
this is very important
and in that respect
There is a possibility

Q Well, then why did the City of Toronto, it was primarily then, I gather, that the City of Toronto wanted amalgamation to facilitate the construction of arterial roads?

A Provide expansion room for itself to continue to grow.

Q Do you think, this may be a very difficult question to answer, if it was primarily a matter of arterial roads and facilitating the development in the city itself do you think that if the area had not been built up all the way around, as it was and the roads and transportation arrangements could have been laid out would it have been necessary for them to have the amalgamation to accomplish that objective?

A Well, the evidence is that as long as there was room to continue to expand they didn't do anything and it was only when they reached the point they were completely surrounded, not only them but some suburbs were completely surrounded and they found that they had made a mistake in not having done it sooner so they had to come in with something, a half way scheme at a late date instead of developing the thing gradually as they went along and having it laid out from the beginning.

Q Well, if they had laid out their system of roads prior to the development of these outlying areas is it not conceivable that that would have taken care of the problem.

A Yes, if they had done it and if the city could do it and if the city had been prepared to pay the cost

...that
...I think, that
wanted amalgamation to facilitate the carrying out
of general roads?

Provide expansion room for itself to control

...growth.

Do you think, this way is a very different

to answer, it is very primarily a matter of

roads and facilities.

Itself do you think that if the area had

built up all the way around, as it was and

and transportation arrangements, could have

the amalgamation to accomplish what is desired?

Well, the evidence is that as long as the

room to control us to expand they didn't

and it was only when they reached the point

where they were completely surrounded

that they had made a mistake in a

decision so they had to come in with some

way ahead of a late date, and some

thing gradually as the way went and saving

out from the beginning.

Well, they had left out what was

order to the development of some outlying areas in

the conceivable that that would have taken care

of the problem.

and it is the way it is.

A (Cont.) of the roads all out through the adjacent municipalities it might have been done but both the, the municipal board report and some of the statements by the present mayor make it clear that those kind of agreements had been tried and had been tried in great numbers and hadn't worked.

Q If the city, we are agreed on this then that if the city had been able to look after its problems of transportation then they wouldn't, amalgamation wouldn't have been necessary and I suggest to you that therein lies the essential difference between Toronto and the Edmonton situation?

A Yes, the essential difference is this that in Toronto the only thing that was at stake was this elbow room and transportation problem. In Edmonton that isn't the situation because you, in Edmonton you have that in addition to having the fact that the industrial growth is now going out on the outside and all the residential growth and school population costs and social welfare costs are coming in the city so that is a much stronger situation in favor of doing something about it in the Edmonton area and that didn't exist at all in Toronto, the case is much stronger here than it was in Toronto.

Q It is much stronger, but it is, in your own words, they are not comparable, we only have one likeness and that is the problem of roads?

A That is right.

(Foot.) of the roads

adjustment of public rates is at

to both the, the municipal

of the statements by the press

clear that those kind of program

and had been tried in great numbers

worked.

If the city, we are supposed to have

city had been able to do it

transportation that they would be

wouldn't have been necessary

that therein lies the difference

Toronto and the Edmonton situation

A Yes, the essential difference

the only thing that was at stake

and transportation problem. In

the situation because we

in addition to having the

growth we now have

residential growth and

social welfare costs

is a much stronger situation

thing about it is the

exist at all in Toronto

how much it was in Toronto

in that situation

the transportation

is the problem

Q Between Toronto and Edmonton and we have many more factors in Edmonton to consider?

A That is right.

Q You have one solution for this problem?

A That is right, there are more factors here, that is right.

Q So then when you, we say that we point to Toronto as an example of a city growing industrially somewhat similar to Edmonton and it was found necessary to combine them and so on we really agree now that isn't the situation?

A Well, somewhat similar.

Q Well, they are both cities, there is that similarity.

A They are both growing also and we are certainly not proposing that the Toronto solution would be acceptable here.

Q No, I gather that you, we are entirely in agreement with you.

A That is right.

Q I wonder, Mr. Moffat, if you have studied the history of Edmonton at all?

A Some of it, yes.

Q Do you know what the situation was when Strathcona and Edmonton were joined?

A I know a little about it, it was a separate municipality and that it was brought in in 1915, was it, 1916, somewhere about the middle of the first war, is that the date?

Q 1912.

A 1912.

A. That is right.

Q. You have one solution for such cases?

A. That is right, there is one law.

It contains them and

is the solution?

Well, somewhat similar.

Well, they are not identical, are they?

They are both growing also, are they?

By adding that the former

is the better.

Yes, I rather

with you.

That is right.

I wonder, Mr. ...

of Edmonton at ...

no of it, yes.

and how much ...

and a better ...

I had a little ...

it is not ...

and the ...

THE CHAIRMAN: January the 1st, 1912.

A 1912, is that it?

MR. HARRIES: In course of studying the Edmonton situation, Mr. Moffat, you haven't had occasion to review the history or the proceedings concerning the amalgamation at that time?

A No, everybody seemed to have been satisfied that it was a good thing they were brought together and that everyone was satisfied and there was no reason to look back into it.

MR. BLACKSTOCK: If they weren't satisfied nobody is complaining now.

A That is now.

Q MR. HARRIES: On page 2 of your brief, Mr. Moffat, you speak of, in the, about the seventh line down --
"--the proper ratio of industry, commercial property and residences --"

now, could you give the commission, this is, as I understand it, a little finer breakdown than we have had before. Could you give the commission an indication of the proper ratio.

A No, as a matter of fact I am not very proud of that particular drafting of that sentence. I don't think it is possible to say proper, I don't think we should have used the word proper and I think more acceptable or more practical, workable would probably have been a better word than proper. I don't think you can say one thing has a proper ratio in that respect, you can say what ratios are in other cities and you can say what kind of ratios have worked out reasonably satisfactory but I don't think you

A (Cont.) can quite say proper.

Q I don't think you can say proper either, let us take that word out of there.

A That is right.

Q Shall we say, your sentence now reads

"-- to provide a balanced assessment with a ratio of industry, commercial property and residences".

A I would say workable or practicable.

Q Workable ?

A Yes.

Q Would you be kind enough to indicate what a workable ratio is?

A Well, one which the municipal government is drawing revenue from enough industry to cover the amount of residential areas and residences that it has got to deal with within its area.

Now, sometimes you will get that situation even though a good proportion of industry is outside the boundries because you may have the reverse situation with the, maybe industries within the boundries where the residences are outside, if you have some of both then the balance is off but it is still workable even though the ratio isn't what you would like to see. In other cases you get a situation where a great big industrial base is located out on one side of an area and the residential part is almost entirely in another then it is not proper or not workable.

Q Well, that is the thing, we have had a suggestion of an optimum ratio or a proper ratio, workable ratio

Q Now, I don't think you can say proper right?

A I don't think you can say proper right?

Q Now, I don't think you can say proper right?

A I don't think you can say proper right?

Q Now, I don't think you can say proper right?

A I don't think you can say proper right?

Q Now, I don't think you can say proper right?

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A I don't think you can say proper right?

Q Now, I don't think you can say proper right?

A I don't think you can say proper right?

Q Now, I don't think you can say proper right?

A I don't think you can say proper right?

Q (Cont.) I have a definition and I wonder if you might comment on it, I think we might call it the workable or proper or optimum ratio, one which doesn't result in the demand for a royal commission to change it, would that be correct?

A Well, I think we, one that is acceptable to the community and they are prepared to live with without asking for a change, that might be pretty good.

MR. ROBISON: I think that would lead to a considerable field of explanation too, I am not clear what Mr. Harries means, you don't need to go into it now but I am not clear what is meant at all.

MR. HARRIES: I would be very glad to try and explain it to you, sir.

MR. ROBISON: I would like to examine you on it.

MR. HARRIES: All right --

A Now, I think though seriously that a --

Q Don't misunderstand me, I was quite serious in the suggestion I made.

A In point of view of these situations the only really acceptable basis to work on is what the community is prepared to live with and accept and carry on with for a fairly long period and anybody who tries to lay down a mathematical formula is leading himself in the wrong direction. In a democratic setup if the community is prepared to live with it they live with it and if the community think it is a good idea to change it they change it and that is where you have to start with, I think.

Q As a matter of fact, Mr. Moffat, there are as many ratios of industry, commercial property and residential

Q (Cont.) assessments as there are cities or towns.

A Hmm hmm sure.

Q As I understand it, Mr. Moffat, your brief is primarily based upon the concept of equality?

A No.

Q As --

A No, equality is in there but also flexibility and room to grow, I think the two are setup equally.

Q You would give equal weight to the idea of equality of treatment and the concept of flexibility?

A And room to grow, I brought in the two of them, in together.

Q On page 6 you give a table which indicates the 1953 Municipal assessment per capita.

A Yes.

Q Are those assessments comparable?

A Well, within the limits of the kind of comparison we were talking about a few minutes ago. I think actually that Jasper Place and Beverly should be written down a little because of the thing we were just talking about. We haven't done the same kind of detailed comparison in the case of the four municipal districts but from general discussions the impression I have is that there, within reason they give you an indication and they certainly aren't out of line enough to make any significant difference in the way the one shows three times practically as high as the others.

Q Well, in the Strathcona figure which is 3050 you do not have included there any personal property, is that correct?

Q. Now?

A. Yes, now.

Q. As I understand it, the

primary basis of

is

is --

A. No, essentially it is

room to grow, I think

Q. You would give up

of treatment and

A. It's room to grow, I

in respect.

Q. On that

1953 Municipal

Yes.

Q. Are these

A. Well, within the

We were

socially and

written down a

Just talking about

of detailed

municipal dis

A I don't think so, just a second --
yes, land building and personal.

Q Yes.

A I am sorry, personal is in there, land buildings
and personal.

Q So we have to take personal property out of that
figure as a starter to make it comparable because
there is no personal property in the Jasper Place,
Beverly or Edmonton figure.

A No, but you would have to take it out of Stony
Plain, Morinville and Sturgeon as well.

Q Fine, now in the --

A On the other hand business tax assessment is in
on the city and Beverly and Jasper Place so that
you might have to take it out too, I haven't looked
at the exact figures.

Q Is there the value, or the assessment value of
machinery and plant equipment in on the rural
municipality assessment figure?

A It is, that figure is, is the assessment that was
reported by them to the provincial department of
municipal affairs, as I understand it it is on the
1953 formula before the assessment definition was
changed to bring in a little bit more of the fixtures
into the assessable category but the significant
thing is that the two big chemical plants are not in
there, the three big chemical plants are not in
there and it is in those three plants where that
kind of thing occur anyway, they have to be added
in yet.

7. Some of the...

yes, land building and person...

Yes.

an empty, personal is in

and personal.

So we have to take government

there is a matter

there is no person in

reality of common sense

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Q Do you know the extent to which that figure would be altered by leaving out machinery and equipment which is not assessed in the City of Edmonton and in the Town of Jasper Place and Beverly.

A I think possibly the witness from Strathcona can possibly tell you that information better than I can.

Q Would you agree to that extent that, one is, that the machinery and equipment is included in the Strathcona and other rural municipal figures ?

A I imagine it is in on the same basis of them all, rural --

Q Yes, and excluded from Edmonton, Jasper Place and Beverly makes the comparison incorrect to the extent that it is excluded.

A To the extent it is in there, yes, but I think the Strathcona witness might possibly explain it or, if I would like to see some explanation of the other two municipal districts because I am not quite sure how to get it --

Q I am wondering, Mr. Moffat --

A But to the extent that that thing is in there it would have to be taken into account.

Q I am not wondering if we are just running the danger of being, of drawing quite an inaccurate comparison if you don't know specifically what the comparability of these aggregates is.

A Yes, to a point, to a point except that those are the amounts upon which the mill rates are being levied and therefore whether they are right or wrong

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A (Cont.) that is the source from which the municipality is getting its revenue, that is the amount of revenue base it has available. In that sense it is valid regardless of whether they are strictly comparable in the other sense you're talking about.

Q You go on on page 7 that if the new large plants are excluded from the M.D. of Strathcona that the assessment per capita is about in balance with Edmonton and other rural municipalities.

A Yes, about.

Q If the assessment were on a comparable basis you would not necessarily get that balance, would you?

A No, not necessarily, although as I said before general discussion indicates that they aren't too far out of balance as far as the assessments are concerned.

Q General discussion with whom?

A General discussion with the provincial officials, the city officials, with some of the officials of Strathcona to indicate to myself if I put their picture on paper exactly what is involved there.

Q I notice on page 8 that you say that no one of these approaches is a complete answer.

A That is correct.

Q Regardless of which general approach you adopt it is always proven to be necessary to reassess the situation after a few years?

A Yes.

(Cont.)

may possibly be satisfied
amount of revenue base if not available, in that
range is its valid representation or whether they
strictly comparable in the other sense, to
talking about.

You go on on page 7 that it is
are excluded from the M.D. of Strathcona and
assessment: an capita is about in fact, with
Edmonton and other rural municipalities.
Yes, about.

If the assessment were on a lump
would nearly all that balance, which
No, not necessarily, although it is
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for out of balance as to the assessment
concerned.

Q General discussion with the
A General discussion with the group
the city officials, with some
of Strathcona to indicate it will be

I notice on page 7 that you say
approached as a complete answer.
is correct.
Regarding the city officials, you say it
is always proper to
in the office of the

Q What is your definition of a few years?

A Oh, I don't know, I would think that after a full examination of the type that is being done by a full scale royal commission and the figure, I think I gave it to you, Mr. Blackstock, the other day wasn't it?

MR. BLACKSTOCK: Yes.

A I said a generation and he said what is a generation and I said about 35 years, now some of them tell me my biology is a bit wrong on that but what I had in mind is about 30, 35 years after this kind of a job has been done and if the city grows faster than that it will have to be done sooner.

I think some of the evidence of Mr. Gertler yesterday as to how quickly the area inside the ring would be built up is a bit startling in that respect and I haven't worked it through and I didn't realize that the inside of the ring would fill up quite that quickly until I heard what he said yesterday, so it might be that it would come even more quickly if the present rate of growth continues.

Q Do you know what area is available in the present limits of the city airport?

A I don't know the acreage but I was told by the city planner that about one year's housing construction, or a shade over, possibly at the outside two years if the present housing construction continues it would occupy an area of about the size of the airport.

Q One or two years housing would --

A Yes.

Q To the extent that that is not considered at the

That is your job

Oh, I don't know, I don't think

examination of the type that

full scale royal commission

I gave it to you, Mr. H. H. H.

What is it?

MR. BLACKSTOCK: Yes.

A I said a generation ago

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they would be able to

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Do you know what area

limits of the city

A I don't know the answer

planned that about

Q (Cont.) moment then it would offer an additional --

A One or two years.

Q A source of land. I am wondering, Mr. Moffat, on page 9 you speak of the absorption of three towns of east Toronto, west Toronto, north Toronto in 1909, 1910 and '12?

A Yes.

Q I wonder if you could make available the population figures of those places at the time of amalgamation in comparison with the population of Toronto which absorbed them.

A I don't remember whether they were quoted in the municipal board report or not, if not, I don't have them available, I suppose a person could get them by writing to the City of Toronto, I haven't tried.

Q On page 11 you say the system of this complexity is scarcely required for an area which contains about one fifth of the population of the Toronto area.

A Yes.

Q How in your mind is the complexity of the system related to population?

A Well, it is related in this way, Toronto has two particular problems, the problem of side streets, the problem of welfare administration and in an area of a couple of hundred thousand people, even three hundred thousand people you can have a pretty uniform standard over it and it will be pretty acceptable but you get an area like Toronto with a million and a quarter people the standard

Q A number of days, I am not sure, I
page 1 you mean of the description
of each of the two, north

figures of these places at the time
in comparison with the population
absorbed them.

I don't remember whether they were from
municipal board report or not, if
then available, I suppose

Q How far you mean
referred to population?
Well, I referred to this in

a number of people as mentioned people
I think people you can have
spread over it and it will be
the way
I think

A (Cont.) of downtown streets, not arterial main highways, the problem is the ordinary residential street there is quite a case for leaving that to local community to decide how they want to do it, how they want to finance it how to pay for it, that was one aspect of the thing that was left to the local council and the same thing applies in the case of welfare administration, the kind of welfare administration you need for downtown rooming houses, slum sections of a big city is something entirely different from what you need for the outside area and if you get an outside area that is big enough to support itself and to keep a reasonably workable welfare administration and a reasonably workable administration for public works on residential streets there is no reason to do anything about it, and you may as well leave it there. But, when you have got a small area like this there is not much sense in trying to set up a separate administration just for those two or three things and if you are going to put the major issues under a coordinating control those two or three things may as well go in too. There is no use leaving a complicated structure just for those things, particularly there is no point in having two or three different levels of elected officials which tend to get confused and the public doesn't know who is responsible for which and the whole thing gets complicated. Now, you may have to do it, you meet certain problems if you have got a great big city, it takes a very strong case for justifying that kind of thing and the only examples in Canada where

(Cont.) of downtown business, not

main highways, the problem is the

residential street zone is quite

that to local community - decide how

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those two or three

There is no use

for those things; particularly

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and

A (Cont.) anybody has succeeded in justifying it to this stage at least, is Toronto and Montreal. Now the Winnipeg discussions have been in terms of something along that line.

Q Maybe I misunderstood you yesterday when I asked the royal commission, the day before yesterday in answer to one of the commissioner's questions, I was rather left with the feeling that you thought that the Toronto system arose primarily, this federal authority business arose primarily from, because of the fact that local feelings were important .

A That is right, that is another factor, there were two factors involved, local feeling, local pressures to maintain independence and that was supported by, I don't know which was the more important, the administration situation in respect, particularly to welfare and residential streets.

Q Then I presume --

A There were some other things that were left to local control besides that but those were the key ones.

Q I presume, Mr. Moffat, that you would agree with me that there are administrative reasons for having a federal type system?

A Yes, in an area where your satellite communities are big enough to justify keeping that kind of thing and where there is enough demand by way of local pride that it should be done and where you can do a thorough job, and as Gardiner of the Metropolitan Council of Toronto says you take the first step and get that working and hope you can take the second

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Maybe I misunderstood you yesterday

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A (Cont.) step and get it all over with. It is only in those very type of specific cases, everywhere else in Canada you have one council, you have that council in charge and it is responsible, it gets elected then if it doesn't do the thing right then the public know just who they have to deal with.

Q I would like to refer you to page 22 of your brief and you say there " that as a city grows in size, the cost of municipal services tends to rise not only in proportion but at a faster rate."

A Yes.

Q I am wondering what factual basis, if any, you have got this statement?

A I haven't any statistics that I could quote to you and I notice, again if I could refer to Mr. Gertler's material yesterday, he indicated that he would quote some of those figures for the different sizes of cities in Ontario, the different sizes of cities in the United States. I think it is general knowledge that the kind of thing that happened is that a city expands and gets its sewer and water facilities out too far, Edmonton is a goodly sample of that and then for the period of filling up the growing, the growth area and the extra costs don't go on as fast as it does when the first expansion takes place, then at a certain point you find that that fully occupied and it goes beyond that and suddenly the costs go a way up again and then you hit another flatening off process and then it goes up, it doesn't happen

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Q I would like to refer to the
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A Yes.
Q I am wondering what costs
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A I haven't any statistics but
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different sizes
...effect of cities in

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...that happened in that
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A (Cont.) again, it is one of those mathematical formulas, it never happens a specific same mathematical formula with each city but the same pattern develops in that direction so as you get further extension of your sewer system it becomes more expensive per capita to provide it and the same with water and with streets, the bigger the city is the more expensive the downtown streets and arterial roads have to be.

Q This is a cost of growth in one area.

A That is right, not within one city but within an area where the community is doing its shopping and its commercial activity all in one center, where this --

Q These --

A One municipality or several the same kind of problem arises.

Q Well, this discussion relates to the physical construction of roads and streets and so on, do you have any statistics which might indicate the relationship between administrative costs and population growths.

A Population growth or size of city?

Q Population growth and, or size.

A Well, the only ones that I can quote you very quickly on size are some that we did for the Manitoba committee, related to the Manitoba area and I don't believe those are published in the final report but they indicated that the administrative costs percentagewise was about the same regardless of the size. There was some variation within that

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These --

One municipal

problem arises

Well, this is

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relationship between

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Population growth

Population growth

Well, I only need

A (Cont.) but taking the other rural municipalities, the small ones or the big ones they all came out about the same percentage of tax revenue went for administration. Now, I haven't done it on a bigger city basis, I don't know whether it is a matter which --

Q Those are rural municipalities?

A Yes.

Q You don't have anything on urban at all?

A No, not that I have in mind.

Q I gathered, when you made, when you wrote the statement of, that costs increase with population growth that you didn't have any factual basis upon which to make that statement, it was a general observation from your own experience.

A That is right, not primarily upon the administrative side but on the sewer and water facilities and to some extent on welfare costs which go up in the bigger cities.

Q Yes, I was going to ask you, of your general experience, and facts that you have at your fingertips whether you would think the same thing would be true of administrative costs.

A Well, yes and no, I would think it, administrative costs, strict administrative costs in the sense of the treasury, legal department, city clerks department those kind of administrative costs probably continue at about the same percentage of a budget but you do have the administrative costs related to public works department, if you got more costs there then you have got more administrative

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city basis, I don't know whether

Those are rural municipalities

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That is right, not primarily upon the

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some extent on both sides which

biggest cities.

Yes, I was going to say

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sides whether you would find the

be true of both sides of the

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administrative, if you were

more administrative

A (Cont.) costs for that department, the same thing with public welfare and the same thing with any other utility but the true administrative costs related to the city as a whole, it is probably the percentage --

Q That is, so we could divide them into three categories, I presume, what you call true administrative costs --

A Yes.

Q Which would be such a thing as the city treasury, that would be a good example.

A Yes.

Q The next group of costs would be sort of protection and social services, those you say would tend to show an increase with population?

A Yes, particularly social services.

Q Yes, and the third category of things are the physical, roads and streets --

A Yes.

Q Those also show.

A Yes.

Q An increase.

A That happens when the community gets beyond a certain size, regardless of whether it is one municipality or two or three or a group adjacent to each other, the same thing will happen in taking the area as a whole.

Q Depends on what you call, your definition of a community is going to be crucial there.

A Yes, an area where people consider themselves to be living in that same city and do their shopping

some thing with public welfare

thing with any other utility and the

minutiae of the matter

is is probably the necessary --

That is, as we could in

categories, I presume, what

minutiae of the matter --

Yes.

Which would be

show on the

Yes, correct.

Yes.

In increase

That happens when the normal

certain size, regardless

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to each other, the same thing

to the same size

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to the same size

R.E.Moffat - Harries cr.ex.
Bryan cr.ex.

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A (Cont.) downtown and go to the theatres
downtown and generally think they are part of
that city.

Q You are familiar with St.Paul and Minneapolis.

A Yes.

Q You would say it would apply in St. Paul, it
would also apply in Minneapolis although they
happen to be right together.

A Yes, if the two were added together in toto it
would apply.

Q You wouldn't cut it down by adding them together
nor would you cut it down by keeping them apart.

A Not when you get to about the same size like that,
no.

Q Thank you very much.

MR. CHAIRMAN: Mr. Moffat.

A Yes.

MR. CHAIRMAN: The commission would be very happy
to have you answer questions from your seat
if you prefer to do that.

A I rather prefer standing, I have a habit of
walking around, you may have noticed that, I
seem to think better that way.

MR. BRYAN CROSS-EXAMINES THE WITNESS:

Q There are a number of questions I would like to
ask you with regard, particularly to the statement
made in the brief on page 14, where you refer to
costs of supplying the added utilities to Jasper
Place --

A Yes.

Q And to Beverly?

A Yes.

Q You state here that it would cost between 600, this is page 14, 600,000 and 700,000 per year greater than the amounts now being collected by these two municipalities from municipal taxes and other sources?

A Yes.

Q Have you a breakdown of those figures that would give --

A What we might do to approach that would be to take these totals, the 1953 collections and the grants, that is the municipal tax collections and grants to the school boards and the figures I have here is \$842,000.00 and our estimates of the extra cost, I don't like to quote these figures to the last point but the figure I have here in my book at the last readjustment of it is one million five hundred and twenty six thousand which means a difference of six hundred and eighty-four thousand between the extra cost and the revenue collections.

Q Now --

A Now, against that you have to recognize that the school grant item involves those special grants which Jasper Place particularly is getting and whether or not that would be continued is the sixty-four dollar question.

Q What do you mean by extra costs, what are these extra costs?

A The extra costs, the calculation was made this way: we took the City of Edmonton budget, page 28 of

A (Cont.) the annual report and taking each of the headings there prepared a separate estimate and what extra costs and provided that item would be into Jasper Place, Beverly and taking the first one, general government, in line with the discussion a minute ago with Mr. Harries the assumption is that to extend that service would increase the costs on a percentage basis.

Q That is the cost of the central administration in Edmonton?

A Yes.

Q And have you offset against that the cost of the present local administration in Jasper Place?

A Well, we didn't, we didn't do it because we came at it this way: we assumed that the extra costs would all fall on the central administration and that the central administration would have available to it the present revenues of the local administration and we just took what the effect on the central administration would be and did not attempt to go into detail of the present expenditures of the existing units. Now, the assumption is that they would be absorbed into an over all administration not the calculation was not in terms of what would be the cost additional to what is now being paid by the city if one over all administration was extended out.

Q And then, according to your calculation, it would cost the city, to service Jasper Place in a manner similar to other districts --

A Yes.

Q One million five hundred thousand dollars.

A Well --

Q As against that there would be your present revenue of eight hundred and forty-two thousand and that is how you arrive at your seven hundred thousand?

A Yes.

Q The fiscal amount.

A It is not the service only, it involves, involved there is the provision of current services and also an item representing financing charges on, on the improvement program on public works to bring the standard up to the standard that is available in the city, the two items are in there it is provision of current service plus the capital charges on the capital program for public works.

Q You say the capital charges.

A Yes, the interest and payment on principal.

Q Payment on principal?

A Yes.

Q How much do you calculate for that, what would be required to bring those services up?

A It is on the basis, this figure is on the basis of two hundred thousand dollars a year for 20 years.

Q And what is the two hundred thousand a year, is that capital expenditure, is that capital expenditure?

A No, that is amortization costs, the total capital--

Q You mean to tell us that to put water and sewer throughout Jasper Place is going to mean more, an amortized cost of two hundred thousand a year.

A Water, sewer, streets and sidewalks, yes, that is the figure, that is what the engineers --

Q Spread over twenty years .

A Over twenty years, what the engineers figured out, that is Jasper Place and Beverly.

Q Yes, I realize that, I would like very much if we could receive a breakdown of those figures.

A Well, just a second.

Q They seem so high as compared to the cost of being so far --

A Just a second, sir, until I get the report here. these are the engineer's figures and they are like a lot of these other figures, there are no commitments that they will be done that way and there is no commitment they will in fact operate exactly this way, it is based on an estimate --

Q I wonder if it will be possible for us to get a copy of those figures for us, pretty hard for me, you tell me and I am listening to the cross-examination --

A I have only one copy, sir, the figure is --

Q I believe these were asked for, were they not, the breakdown of that amount, Mr. Harries I think asked for them.

MR. HARRIES: I did, two days ago I think in discussion with the Chairman with the Commission counsel, commission counsel also brought it up and I understood that the complete breakdown and the manner in which the costs have been allocated would be made available. I didn't touch on it this morning myself because I thought it was coming up for the 22nd.

A Well, the discussion was, as I recall it, that by the 22nd there would be a consolidated statement including the Strathcona information and that that would be taken including the Strathcona, along with these others. Now, the Beverly and Jasper Place thing is here but it doesn't tell you the whole story until you have Strathcona in with it and it was to be on that basis for November the 22nd and my understanding was that there wouldn't be anything actually tabled but we are quite prepared to give you the information on Jasper Place and Beverly.

MR. BRYAN: Mr. Moffat I would like to have that, because these figures deal purely with Jasper Place and Beverly and I would like to know just how that is arrived at?

A Yes, I can give you that.

Q If you can give that to me that will be fine.

A Do you want to just take it down, I can give you two or three figures.

Q No, so long as I have it before me.

MR. McKENZIE: I wonder, sir, if we could have this document or comparable breakdown entered as an exhibit and given an exhibit number. I think perhaps it might be advisable to give it a number now so that in the record we have something to refer to at this location we precise figures that we can compare it with later.

A Yes, if you wish it that way.

THE CHAIRMAN: 29E, what will the title be.

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A It is a memorandum from the City Engineer dated September the 23rd.

MEMORANDUM FROM THE CITY
ENGINEERS DATED SEPT. 23,
ENTERED AS EXHIBIT 29E

Q So that it is briefly a breakdown --

A It is a breakdown of his estimate of cost of grading, gravelling, concrete curbs, concrete walks and lane gravelling, that is one item, in other words that is streets and roads and sidewalks.

MR. ROBISON: Certain services?

A Yes, and --

MR. ROBISON: Of what would go --

A And that is that one and the other one is sanitary sewer and storm sewer.

MR. ROBISON: For Jasper Place and Beverly.

A For Jasper Place and Beverly. He shows the estimate for the presently settled area and he shows separately the extension to the unoccupied areas, now, those unoccupied figures look very big but they are all on here and I suppose we may as well leave them on although it would be rather meaningless for the present discussion.

MR. ROBISON: When are copies of that going to be supplied?

A Pardon.

MR. ROBISON: Is that going to be supplied?

A Well, if you wish it someone could possibly take it and have it mimeographed and back for this afternoon or at least tomorrow morning if you wish.

Q MR. BRYAN: Mr. Moffat, there is another point I am rather interested in, what is the debt per capita of the City of Edmonton ?

A I don't know, do you have it there, sir?
I don't know if I can put my hand on it pretty quickly or not.

THE CHAIRMAN: Mr. Moffat --

A Yes, here is the 1953 figure out of the commissioners' report, \$257.48 and the 1954 figure \$300.26 per capita.

Q MR. BRYAN: That is \$300.26?

A Yes.

Q Does that include schools?

A Apparently so, it says the amount of debt in each case covers general improvements, school and local improvements.

Q Mr. Moffat, have you checked into the debt picture insofar as it effects the town of Jasper Place?

A Yes, it is a very small debt.

Q Approximately \$100.00 per capita?

A Per capita.

Q Slightly over.

A Well, it would be a little higher than that.

Q Perhaps \$125.00.

A But you always have to count debt against the asset that it represents.

Q Yes.

A And the debt figure without looking at the asset side don't tell the whole story, of course.

Q That is quite true. In this scheme that you have presented for this larger area are you going to make any provision as regards the adjustment of

Q (Cont.) debt in the different areas.

A I read the statement of the Ontario board on that point the other day and it seemed to me that that was a pretty strong statement, I don't know whether you were here or not.

Q Then the picture would be that the citizens of Jasper Place, if they came in, would suddenly find that instead of a debt load of a hundred dollars or \$125.00 they have a debt load of three hundred thousand dollars per capita?

A That is right, instead of owning assets that were worth about so much per capita they would own assets worth so much per capita, that was the position --

Q That is true, they would own sewer and water services which did not service them.

A The same as anybody else in the city, yes.

Q Well, the minute of amalgamation they would assume liability for utilities and services which were within the present corporate boundaries of Edmonton and they, perhaps, would be without those utilities at that time ?

A That is right but on the other side, aside from the things we have been talking about there are the utility items, street railway, water works and profit earning utilities that belong to the city they would be spread over the whole area in the same way.

Q That is poor consolation for a man who hasn't got the water works to know he has got a piece of the property --

A That is correct, that is correct.

Q Now, this proposal is that these services be brought up to the standards commensurate with the City of Edmonton.

A That is right, that is right, I think the phrasing was equal to the standards for comparable areas in the city.

Q As a matter of fact, refering to the debt load, if these people are going to come in and assume it there should be spent in Jasper Place approximately my figures are very very rough, I calculate them at two and a half million dollars in order to give them the benefit of the same amount of debt, if you can put it that way, they only have a debt of a hundred dollars or a little over and in order to give them the same amount of public utilities comparable with other areas that amount should be spent in Jasper Place.

A Yes, that is if we do the arithmetic that way but the people in Jasper Place get the benefit out of a lot of things that aren't located in Jasper Place and the people of Jasper Place pay taxes in a lot of places that aren't in Jasper Place, it is pretty hard to isolate these things to one area, compare it against another because people, although their house may be located in any area there interests are in the business and in the whole area. I think it may be well worth while, Mr. Garside has just drawn to my attention one of these tabulations which I forgot I had here which gives these per capita figures on debt broken down between local

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City of Edmonton.

That is right, that is right.

was equal to the standards for comparison

the city.

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how we may be isolated and in the

a question and in the whole

A (Cont.) improvements and public utilities and school and what is to be retired from general taxation so that it might be worth our while if we put that in as tabulation. Complete it shows the breakdown of the whole thing rather than talking it just in general terms here.

THE CHAIRMAN: Have you extra copies?

A Yes, I have quite a few, I unfortunately forgot them for a moment, I have quite a few copies of it here.

THE CHAIRMAN: 3OE and the descriptive term of the breakdown is what, Mr. Moffat?

A Revised distribution of City of Edmonton Debenture Debt, as at December 31, 1954 it says, that may be a typing slip, it may be '53 or it may be someone's estimate of what the situation will be at the end of the year, will you check that, please.

REVISED DISTRIBUTION OF CITY OF
EDMONTON DEBENTURE DEBT, Dec.31
IS MARKED EXHIBIT 3OE.

MR. ROBISON: We should know.

A Well, I will have to check it and let you know for sure it says '54 on top. They tell me it is an estimate of what the situation will be at the end of this year so it is '54 and it breaks this then down, say, between public utilities, local improvements and schools and what is chargeable against general taxation.

Q MR. BRYAN: Mr. Moffat, you mentioned bringing the standard of utilities up to that of a comparable area and what would you say was a comparable area in Jasper Place to the City of Edmonton?

A That is a good question. What the engineers told me that they did was to put in the cost on a basis of installing the same kind of thing they are putting

(Cont.)
Improvements and changes will be made
in the school and what is to be retained
so that it might be worth our while
to continue. Complete it now and speak
whole thing rather than tell it in
here.

THE CHAIRMAN: Have you any

is a very good system, in
which you are bringing the
whole of it together in a common

the the engineers

A (Cont.) in the new subdivision areas. Now, I don't think anybody will argue that that is quite comparable really but that was the way they approached it in calculating costs. The costs might actually be a little lower than that after they get to doing it and it might be a little bit higher because they would be involved in working in an area where the subdivisions are there and the houses are already there, it might be more expensive than in an open area but the approach was what are the costs of a whole new subdivision.

Q That is the basis on which they made their estimate?

A Yes.

Q Now, there was a point that was mentioned yesterday by Mr. Gertler, the city brief envisages a setup somewhat similar to the proposal mentioned in Mr. Gertler's evidence now, that type of area --

A That size of area, yes.

Q Now, as I mentioned when I was examining Mr. Gertler, the people of Jasper Place are rather concerned with the fact that the green belt area shown in that cuts right down through the side of Jasper Place, in fact Jasper Place is the one place that really suffers from that green belt and takes off a large section of the parks adjoining the railway which could be made industrial very easily, good land, high land. Spur tracks could be run in there, now, as Mr. Gertler pointed out local projects don't have to follow zoning.

A Yes.

Q. Now, is the new individual

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comparable really and the way

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a large section of

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and, now, in Mr. Gentry

don't have to follow

Q We have a conflict there between Mr. Gertler's body and Jasper Place how that is to be treated --

A That is right.

Q Have you any idea how that would be treated in the case of amalgamation?

A Well, the only approach that can be adopted on an over all amalgamation is that that area has to be handled the same as any other area within, and it would be entitled to much the same rights in that regard as say, Calder or the Hazeldean area or east corner, in other words it would be on a basis of representation to the body that is responsible for the whole area and the plan would have to be settled by the elected representatives or by somebody appointed by the elected representatives responsible for the whole area.

Q Now, the proposal is that there would be some body, whether you call them metropolitan, whatever it is, it would control the zoning planning and all that for the whole area.

A Within the limits, yes.

Q Within the limits, now --

A It would be responsible to the council that was elected over the whole area.

Q And the proposal that you are favoring is that this body could be elected by the whole area?

A That is right.

Q On the basis of a vote from the whole area?

A That is right.

Q There would be no ward system, no representation as there is at present where we definitely have

having conflict there
and having peace now

the case of environmental

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Q (Cont.) some certain alderman from Strathcona or the south side, which has to be from the south side, did you envisage anything like that.

A I see the mayor laughing a little bit, he and I have a difference of opinion on that particular point, sir, at this stage the only thing I can see is that, the proposal is that they be elected and responsible over the whole area and whether it would be an election on the ward system or over the whole area there is nothing definite in the brief, one way or the other, that seems to be open for discussion, but what seems to be working fairly satisfactorily in the Edmonton area is an election at large and presumably if the community thinks that is the way it should be that would be the way but it, there is nothing specific on the point in the brief.

Q You naturally will appreciate, Mr. Moffat, the citizens of Jasper Place are very vitally interested?

A That is right.

Q In this particular point?

A That is right.

Q At the time Strathcona joined with the city I imagine the population was not much larger than Jasper Place's population.

A That is right.

Q When they were assigned so many aldermen who would definitely be on the central board and protect their interest and we would like to know what is the stand of the city, are we going to be under a board which may be elected entirely from the down-

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1927.

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Q (Cont.) town area with no representation from Jasper Place or are we going to be assured of representation?

A Well, the situation, I think you can summarize it this way: that the city has an open mind on it, there are some people in the city who lean one way and there are some people who lean the other way and the city has an open mind on it and they would very much like to hear what the wishes are of the areas that might be involved and after they hear that then they are prepared to conform with what seems to be the general consensus of opinion. Now, there are some who argue very strongly that the present setup in the city is very good because it means that every alderman has to pay attention to the voters in every area, because he has to draw votes from every area, there are others who say it would be better to have an alderman known and responsible to the local area and to have that kind of a setup all over the city, I think there are lots of arguments on both sides and we have had them all, I think in our inside discussions.

Q You say the present system but under the present system we do guarantee to Strathcona for the south side certain alderman.

A A half way guarantee, actually he still has to draw votes from outside, from the north side --

Q Yes, but actually --

A He has to be a resident over there but he has to draw votes from the north side so it is very much of a half way sort of thing that is there. Now,

A (Cont.) the city would very much like to know what the wishes are, what you might call the new areas are on that point, before they commit themselves.

Q The city then has made no definite decision as regards to what they would like to have in regards to those wards and I presume the same would apply with regard to council or the election of aldermen that you, we might call it --

A That is right, certainly it would like very much to hear discussion on those points.

Q And consequently such problems as the one with regard to the green belt and all those things then, as far as the citizens of Jasper Place are concerned, is very much up in the air, as to how they would be controlled or what say they would have in regard to them.

A That is right, that is right, if they have any particular way they would like to do it the sooner they were made available for public discussion the better.

MR. GARSIDE: Mr. Moffat, I wonder if you would refer to, perhaps the utility situation for Mr. Bryan, utilities for example, how will they be affected, will the rates of Jasper Place be effected and how the residents of Jasper Place will be effected with reference to the utility rates, will they be more or less then they pay now.

A It will be following on to the same scale which is now applicable in the city; which in most cases is lower. I wouldn't be able to specify exactly but

A (Cont.) certainly if the transit system is extended, we are familiar with the difference in the rates there, if the water work system is extended, we are familiar with the rates there, in the case of telephones a good deal of discussion would be involved because in the place of Jasper Place it is a provincial setup, in the case of Beverly it is half way in between at this present stage but those who are on the city system in Beverly are paying an upcharge higher than what they are paying in the city and that presumably would disappear. In nearly every case, I think it may be in every case the utility rates on the city scale would be a little bit lower than the rates that are now charged in there but my own analysis of this thing has been directed primarily on what would be the cost on the city budget and on those utilities, they are paying their own expenses out of their own revenues and they don't reflect directly into the city budget and this has been prepared on the assumption that they will still continue to collect enough revenue to pay their costs and would not add to or subtract from the budget figure in the way of taxes.

MR. ROBISON: What you are saying is that broadly speaking the utility rates of Jasper Place would be lower?

A That is right.

MR. MCKENZIE CROSS-EXAMINES THE WITNESS:

Q Mr. Bryan mentioned something about the assumption by the residents of Jasper Place of the existing

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- 100 -

continued

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- 324 -

Q (Cont.) city per capita debt which would have an increase in the per capita costs for which those residents would be responsible. I presume part of Edmonton's per capita debt arises from the provision of arterial roads within the city limits?

A Oh, yes.

Q And possibly from the existence of the transit system facilities.

A One of the biggest items is your, is from local improvements which are chargeable against local residences within the city and would not be spread over the whole area, that is another item.

Q So that of the items that are of general benefit some of Edmonton's per capita debt, does at the present time benefit fringe areas?

A Oh, yes, very much.

Q Now, with regard to the existing pressure in Jasper Place for the industrialization of this piece, of the green belt that has been referred to, would you agree that the cause of that is due to an existing in balance in Jasper Place between residential and industrial assessment.

A I don't know the details of that situation but I would imagine that there are two factors, there is that kind of pressure by public authorities wishing to get some taxing base and possibly pressure from individual land owners wishing to sell their land for that purpose, there is possibly the two mixed together, I am thinking of what, that position, if I was out there what would interest me, including that type of thing

A (Cont.) and those are probably the two things that are involved.

Q And with respect to that type of pressure, namely that of administration to get a broader tax base if there was one administration over the entire area which did derive tax revenue from industrial sources that pressure with respect to the green belt would be relieved.

A That is right, from that point of view, yes, because they would get their proportion of the tax revenue from industry regardless of whether it was located there or somewhere else in the area.

Q Looking at it again from your own point of view, as a resident I have known of industrial, or of residential areas where an industry proposes to locate and there has been some opposition from the residences of the area, from their personal stand-points, now, if that industry could locate elsewhere so they could still get the benefit of the assessment there might be some resulting pressure the other way if Jasper Place were included.

A That is right, in fact that might be almost enough to cause them to wish they didn't have an industrial area out there.

Q Now, in answer to Mr. Harries you agreed with him, I believe, that there would be as many ratios, as many workable ratios of industry, commercial property and residential assessment as there are cities. I suppose an example^{of}/that one extreme would be Rockliffe village which you mentioned where there is nothing as I understand it --

and those are probably

are involved.

And with respect to that type in

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there was one administrative

trust which did derive tax revenue

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Now, in answer to the

I believe, that there would be

is a very valuable asset of industry, commercial

property and residential use.

I suppose an example of that would be the

the office which you mentioned in

A Forest Hill village.

Q Yes.

A Forest Hill village in Toronto, yes.

Q Presumably there may be some communities where there is nothing but industrial.

A Yes, although you have another complication in there, you have a situation in some cases where it is all residential but it is all high class residential with small families, you have another area which is all residential but is all low class residential with large families so just to straight say it is 95 percent residential still may be completely different because Forest Hill village, almost one percent residential was well able to carry itself, other areas that are residential to the same extent can't carry themselves at all.

Q Notwithstanding these extremes, such as Rockcliffe and Forest Hill on the one hand and primarily industrial areas on the other I assume in communities throughout the country there must be some average.

A Oh, yes, there would be, yes, mathematically you could work them out, I don't know any, I didn't have any available.

Q I believe Mr. Gertler, yesterday, suggested a comparable average for an ordinary community would be roughly 50 percent residential and 50 percent commercial, perhaps that was Mr. Card, but one or the other.

A I don't remember that figure but I would think just off hand that is somewhat within the reasonable range, yes.

Will Village

Yes, Mr. [unclear]

Forest Hill Village in [unclear] [unclear]

Presumably there may be some [unclear]

there is nothing but industrial.

A Yes, although you have [unclear] [unclear]

there, you have a situation in [unclear]

it is all [unclear]

residential with [unclear]

area which is all residential [unclear]

also residential with [unclear]

apartment and it is [unclear]

may be completely [unclear]

village, [unclear] [unclear]

also [unclear]

in the [unclear] [unclear]

Now [unclear] [unclear]

and Forest Hill [unclear]

industrial [unclear]

then [unclear] [unclear]

the [unclear] [unclear]

could [unclear] [unclear]

have any [unclear]

I believe Mr. [unclear] [unclear]

comparable average for an ordinary [unclear]

be roughly 50 percent residential [unclear]

comparable, perhaps that was Mr. [unclear]

Mr. [unclear]

the [unclear] [unclear]

the [unclear] [unclear]

the [unclear] [unclear]

Q If that is the case Edmonton's would be slightly unbalanced through lack of industrial, at the moment?

A That is right, those figures that were filed this morning show residential, if you include apartment houses in, I think it was 56 percent.

Q Three years ago, or four years ago there was a study prepared by the Edmonton Chamber of Commerce relating to municipal finances of the City of Edmonton which is before us as Exhibit 17E. Now, there is a statement there on which I would like your opinion. The statement says:

"Edmonton is --"

A What page?

Q Page 43.

A Yes.

Q It says:

"Edmonton is tending to move in the same direction as Jasper Place or Beverly where there is a striking in balance between commercial and residential assessment which shows up in any adequate facilities those towns can make available to their residences."

Now, if it is possible, it is possible that the tendency may have been the reverse since this study has been made but I would like your opinion on the situation.

A No, it is actually magnified, you can get it from the building permits issued quite noticeably. We were looking at them yesterday, we didn't have them worked up into exhibit, but if you wanted to

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Page 13.

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A (Cont.) take the building permits issued for the last two or three years you can see the picture very clearly, the percentage of residential is very much heavier even than this present average so it is going rapidly over in that direction on the building in the last few years and the indications are it is continuing that way.

Q Now, in your brief you mentioned two general types of control for this rapid metropolitan expansion. One is the central government with all the facilities and functions in its hand and the other is a sort of a federal type.

A That is right.

Q With the over all authority with certain over all powers and the local self-government is left more with the matters of purely local concern. I wonder if you would amplify just a little bit what the advantages and disadvantages would be from a financial standpoint in that sort of an arrangement?

A There is one important financial advantage I think in the federal setup, I don't think it is enough to overweigh all the others but I think it should be put right out on the table and that is that the local council is closer to the situation and is more likely to take a fairly active interest in what is going on in public works and welfare particularly and I know the experience in some areas, now I don't, I am not just familiar personally with the experiences here but I know in some areas. The suburban council get right into those things and they keep their fingers right on the expend-

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A (Cont.) itures on it so that there is a tendency to save a fair amount of money there. For example, you will get cases where the local councilor supervise welfare, practically hands it out, now, some people don't like that because they say it is the improper way of handling welfare but it does have the effect of holding down costs so there is that one important financial advantage, I think. On the other side there is issue of the ability to finance and borrow money at interest rates that are more reasonable. Again that is not too important in this area because of the arrangements with the province but still it is there that the over all area can finance and handle its debentures and spread them out over a better arrangement and get a better market for them and lower interest rates, hand out sinking funds, and reserves and so on much more solidly than four or five small areas and secondly there is an advantage in terms of coordination of expenses of sewer services and water works and that kind of thing. If they are all tied together and developed as part of one plan one trunk sewer can be located where it will best serve. Taking another example, right now there is a question of telephone locations. This new area the Crestwood area, whether it should be served out of the telephone exchange in Jasper Place or one, I think it is 122 Street will, I understand, make a fair difference in the cost of the telephone system. So there is that kind of coordination which is an important financial benefit.

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...local competition supervises welfare, practical
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A (Cont.) You asked me financial and I give you those. Now, I think that personally overriding financial even is another one and that is the fact that the democratic system can bog down pretty badly if you get too many elected boards so the public don't know who they are voting for and who is responsible for what. You don't get as good a government under that kind of system and there is a tendency develops for passing the buck from one person to the other, sometimes, which I think is a real serious handicap within local administrative boards. Bad enough to get the public interest, to get the voters out to vote for the number of people we are trying to elect right now and that, of course, reflects in finances because if you don't get public interest and pressure on your elected representatives you have a tendency for finances to get out of hand .

Q Would you like to comment on such problems as I understand arose in the Toronto metropolitan area where they had numerous councils on the fringe and in the case of a fire in a residence in one municipal area the fire service in the adjoining municipal area, which might be very much closer declined to answer and police problems and that, things of that nature.

A Yes, you have that problem but the strange thing is that when Toronto set up that system they still left fire and policing on local. Now, I think the answer, the explanation is that they figured that they had a big enough administration problem on

(Don't you asked on Thursday)
your time. Now, I think that the
financial even is another one and that is
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in Toronto and at that point they still
and politics. Now, I think the
a suggestion is that they figured that
that administration problem

A (Cont.) their hands to sort out what they had and once they got that going they came back and took a look at fire and police but their decision at the moment was to leave fire and police local. Now, the other factor affected there is fire particularly, the type of equipment and the type of fire training and so on that you need is very expensive and the suburbs didn't want to be saddled with their share of the costs for the downtown fire department so those kind of things forced the Toronto people fire on a separate basis but there are already indications that they are looking again at fire and police to know whether they will put them over on the metropolitan side.

Q The fire problem, for instance in the industrial area of this city, would be comparable to what you have mentioned about downtown fire problems, would they?

A Yes and no. The plants out here have their own pretty elaborate fire fighting setup. The tough fire problem is the downtown apartment house or department store problem or the congested area fire that gets out of hand. We had a horrible example of it in Winnipeg this last winter. That kind of problem you don't particularly have in the Strathcona area but your somewhat closer to it, more similar to that than to the residential type of fire where one truck with one hose can usually deal with the house.

Q There is one question relating to the assessment formula which I hope you will be able to give me .

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- Q (Cont.) In the case of Edmonton you mentioned that it was approximately the 1945 building costs and applying 50 percent to housing and 60 percent of the real value to commercial and industrial. How does that compare with assessments in surrounding municipalities and so on?
- A Your formula is approximately 1941 or '42, I am not sure of that now, whether 1941 or 1942 and then they take a hundred percent of that figure so a hundred percent of 1942 isn't too far off from 60 percent in 1945 when the cost increase became -- that applies to improvements only, the land, of course --
- Q I think it would be of assistance to the commission if a table could be prepared showing the relative assessment formulas you apply in each of the areas involved in the metropolitan area .
- A Well, we are back on the question of who is going to bell the cat, who is going to prepare it, we could certainly get it, as far as the city is concerned. Now, I don't know, I understand that the provincial assessment people did Beverly and Jasper Place, they may be able to give the exact statement of how they did it, I am not sure who did Strathcona but all I am quoting is the basic approach to the thing. To get the actual details I don't think that anybody in the city could give you the whole story except for the city and I am sure Mr. MacDonald would be quite prepared to do that.
- Q What I have in mind is that, a matter of convenience for the commission?

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...and applying 50 percent to housing ...
...of the real value to commercial ...
...How does that compare with assessment in
municipalities as to cost?

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A Surely.

Q If we have a document such as that entered as an exhibit.

A Surely.

Q I wonder if you people could go this far, that is obtain the information from Mr. Judge as to others and put them on one sheet of paper so it may be entered.

A We can try, I don't know how much work would be involved, we can do the best we can, that is all I promise.

Q I know it is a matter --

MR. HAYES: Mr. Judge could give you that quite readily, I think you will find the two northern municipalities are on the 1944 basis .

A 1944.

MR. HAYES: That is Sturgeon and Morinville.

Q MR. McKENZIE: Do you wish me to continue on, I notice it is 12 o'clock, sir.

THE CHAIRMAN: No, Mr. McKenzie, we have promised to adjourn the cross-examination to tomorrow morning at 10 o'clock but I would like before adjourning to say that on resumption of the sittings this afternoon at 2:00 we are asking Beverly to appear and Strathcona on the Chamber of Commerce brief and on Jasper Place -- Is that agreeable to you, Mr. Harries.

MR. HARRIES: Yes, that would be very convenient, thank you.

THE CHAIRMAN: And we have made arrangements for Mr. Payne to be here at that time, he will be on

to a document which is that entered in

I wonder if you people could go this far, that
to obtain the information from Mr. Lunde as to
others and put them on one sheet of paper so it
may be entered.

We can try, I don't know how much work would
involved, we can do the best we can, that is all
I promise.

I know it is a matter --

MR. HAYES: Mr. Lunde could give you that.

Municipalities are in a local

A local.

MR. HAYES: That is between you and Mr. Lunde.

MR. McQUINN: Do you wish a

notice is to be given?

THE COURT: No, Mr. McQuinn.

to attend the cross-examination.

at 10 o'clock in the morning.

to say that he is present.

starting this morning at 10:00.

to appear and to be present.

of course.

that would be very convenient.

that we have made arrangements for

of time, he will be

- 334 -

THE CHAIRMAN: (cont.) call this afternoon so that
will clear up these three at any rate then, this
afternoon if possible, adjourn until 2:00.

(At this point the hearing adjourned
at 12:03 and reconvened at 2:00
p.m. this same date.)

THE CHAIRMAN: Gentlemen, at the time of adjourn-
ment it was intimated that we would begin this
afternoon with the brief of the Town of Beverly,
the Town of Beverly is represented by Mr. Payne.
Mr. Payne are you presenting the brief?

MR. PAYNE: Yes, Mr. Chairman.

THE CHAIRMAN: Will you come forward then and be
sworn and take the witness stand.

S.H. PAYNE, having first been duly sworn testifies as
follows:

THE CHAIRMAN: Very well, Mr. Payne, will you carry
on, please.

A Mr. Chairman, Gentlemen, before reading the brief
I would like to ask your permission to point out
a couple of things that I think are necessary for
your understanding of the situation is --

THE CHAIRMAN: Mr. Payne, we have observed that
either the commissioners don't hear quite as
well as they should or this is a difficult place
to be heard in because you are down below our level,
will you take pains to speak very distinctly?

A Yes. The brief which the town is presenting, Mr.
Chairman, is an independent brief drawn up by the
town without any collusion or cooperation from any
other body who may be entering briefs or submitting

At this point the hearing adjourned at 12:00 and resumed at 2:00 p.m. this same date.

afternoon if possible, adjourn until 2:00.

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THE CHAIRMAN: Gentlemen, at the time

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Mr. Payne are you presenting the

MR. PAYNE: Yes, Mr. Chairman

THE CHAIRMAN: Will you come forward and

sworn and take the witness stand

2.4.14 THE, having first been sworn

follows:

THE CHAIRMAN: Very well, please

on, please.

A Mr. Chairman, Gentlemen, before

I would like to ask your permission

a couple of things that I wish

your understanding of the case

THE CHAIRMAN: Mr. Payne, please

whether the commissioners have been

well as they should or this is

to be heard in because you are not a lawyer.

If you wish to ask any

or cooperation from

and other matters by the

or cooperation from

may be able to submit

A (Cont.) briefs to this commission and it deals entirely with the problems of the Town of Beverly and does not consider the problems of any other area. I would also like to point out, Mr. Chairman, that the brief presented to the council for approval received the approval of the council of a four to three majority, when it was first presented, but since then the opposing members of the council have signified their agreement with and their approval of its presentation to this commission. I mention that, Mr. Chairman, to give you a fuller understanding of what has happened.

THE CHAIRMAN: Yes, thank you.

A With your permission, now, Mr. Chairman I will read the brief.

MR. HARRIES: Pardon me, sir, are there any copies of this brief available at all for interested parties?

A I have no other copies here .

THE CHAIRMAN: I have one if I can get it back.

MR. HARRIES: If you wouldn't mind, sir, it might --

A I am sorry, I didn't know they would be required or I could have provided them.

" The Council of the Town of Beverly desires to submit that, in consideration of the ways and means of obtaining a more equitable distribution of costs of administration and operation of Vital Public Services in the Metropolitan area, and of ensuring the orderly development of that area, the following factors

... to this committee

... with the problems of
... and does not consider the problem
... I would also like
Chairman, that the brief presented
for approval received the approval

... of a law to be
presented, but since then the opinion
of the council have satisfied
and their approval

Commission, I mention that, Mr. Chairman,
you a further understanding
THE CHAIRMAN: Thank you very much

MR. HARRIS: Pardon me, sir, I have

of this ...
...
I have up other ...
THE HARRIS: I have one ...
MR. HARRIS: If you ...

A: I am sorry, I didn't know ...
... I could have provided ...
The Council ...
... to submit ...

... ways and means ...
... of course ...
... of vital public ...
... and of ensuring ...
... the following ...

A (Cont.)

"and suggestions should be given close study:

ADMINISTRATION:

Every effort should be made to preserve Local Government, and to retain and use the intimate knowledge of local conditions and problems which are inherent in the system.

EDUCATION:

School curriculums and equipment should be standardized and salaries of the teaching staff be uniform throughout the area. The cost of operation of schools should be equalized, as under existing conditions the purely dormitory Town of Beverly finds itself in the unhappy position of contributing to the maintenance of city schools, through patronage of city business at the expense of local tradesmen and of lacking the essential support of Industrial or Business Tax income in any appreciable amount. We strongly recommend a close study of the Gertler report to the Edmonton District Planning Commission dealing with the problems of Educational Costs in the Metropolitan Area, and the acceptance in principle of the recommendations contained therein.

BOUNDARIES:

It would appear advantageous to correlate the School District and Municipal boundaries except where topographical features make this impractical. Consideration should be given to the use of natural boundaries

A (Cont.)

" such as rivers, etc. and to the use of other distinct lines of demarkation such as railways and arterial roads wherever possible, to define the Municipal limits. This may necessitate the inclusion to some extent of agricultural or small holding zones in urban municipalities.

However, no disadvantage is seen in this, as the tax structure could be made compensatory. Some distinct advantages would emerge, in that Urban Councils could control their own fringe areas (recognized as the most vexatious problem areas) and would have room to expand and develop in a controlled and orderly manner without the ill-will, cost and loss of time engendered by the annexation process.

Expansion could be pre-determined and services designed to be adequate. Fringe areas under zoning control of Urban authorities would also provide Greenbelts to limit urban usages and provide recreational and other facilities.

FINANCE:

The main financial problem of the Town of Beverly has been, and still is, the lack of any source of Tax income to supplement the residential tax.

(Cont.)

such as the city, and to the city

other

as highways and arterial roads when

possible, to define the Municipal limit

This may necessitate the inclusion of

of agricultural

urban municipalities.

However, no discussion is in

in this, as the tax structure could

compensatory. Some distinct advantages

would emerge, in that Urban Councils

control their own fringe areas (recess

as the most vexatious problem areas)

would be too to expand

control and orderly manner with the

and services designed to be obtained

areas under zoning control of Urban

ities would also provide recreational

urban lands and provide recreational and

other facilities.

FINANCE:

The main financial problem of

The Town of Beverly has been, and

lack of any

A (Cont.)

" The Town now has a population estimated to be in excess of 5,000 (1,200 in 1946) and is rapidly building up as a purely dormitory town.

The industrial development is entirely insufficient to balance the residential development, and owing to the close proximity to the city, the Town's Business and Trade is limited to minor purchases and emergency shopping at smaller type general stores.

The people of the Town generally find employment in the city or in the industrial area of Strathcona. Most major purchasing, banking, recreation, etc. is conducted in the City, where greater variety and range is offered and is therefore more attractive. This fact limits the business turnover in the town and correspondingly increases the turnover in the City. It is in fact a contribution to the prosperity of the City.

This almost total lack of balance in the Town has made necessary the imposition of Residential taxes out of all proportion to the services provided. It has been found impossible to provide other than an absolute minimum of services and this condition of meagre services and high taxes has had a discouraging effect on prospective industrial development.

The form

assigned to be in excess of 100,000 in 1945 and is rapidly increasing. The form is rapidly becoming a purely dormitory town.

The industrial development is entirely insufficient. The residential development, on the other hand, is very close to the city. The form is rapidly becoming a purely dormitory town. The form is rapidly becoming a purely dormitory town. The form is rapidly becoming a purely dormitory town.

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on the new town.

A (Cont.)

" The correction of this condition does not lie within the powers of the Town, but must come from a more comprehensive authority and in this respect we strongly urge a revision and review of the industrial tax in relation to residential tax in the Metropolitan Area with consideration given to those municipalities whose function it is to provide the services required by their residents.

We would also suggest consideration be given to the organization on a Metropolitan basis at per capita cost of such services and utilities as are here listed:

(1) PUBLIC SERVICES:

Fire, Police, Hospital and Civil Defence and Disaster - to avoid duplication and/or inadequate facilities in smaller towns and municipalities.

(2) UTILITIES:

At present costs are much higher in the suburbs in spite of rapidly increasing density of population. Rates should be equalized in the whole urban block for water, gas, electric power and telephones.

(3) PUBLIC WORKS:

Individual Public Works Departments are unable to obtain all the equipment necessary for requirements and this condition

Page 100

The Commission
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but must come from a
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(2) The Commission

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A (Cont.)

"tends to abuse available equipment and to cause misuse and overloading or to leave undone those things which should be done. A pool could be established, (possibly on a contributory basis) from which equipment could be drawn under the direction of a Metropolitan engineer. Stock piles of road material such as gravel, etc., could be made available, and if assembled in bulk in a central location should prove far less costly than at present. The services of an engineer for consultation and construction superintendents should be available and this would tend to improve the quality of the work done and would eliminate the costly errors of laymen councillors directing the large expenditures on Public Works. It would also assure the continuity of the Metropolitan road system and carrying capacity of through roads. High priority should be given to the ring road system and to the establishment of definite truck routes in order to relieve the burden of heavy through traffic in residential areas and on roads not designed to carry it.

(4) METROPOLITAN PLANNING:

Should be under a more definite control. A planned expansion programme should be drawn up with the assistance of qualified planners and definite limits set.

Page 1

THE STATE OF NEW YORK

IN SENATE

JANUARY 1, 1900

REPORT

OF THE

COMMISSIONERS OF THE LAND OFFICE

1900

ALBANY:

JOHN W. BAKER, PRINTER

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ALBANY: JOHN W. BAKER, PRINTER

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1900

A (Cont.)

"Development outside the purely Metropolitan area should only be permitted as a planned development scheme which would embrace the satellite principle as defined by Mr. Noel Dant in his report to the Edmonton District Planning Commission.

(5) TRADE AND INDUSTRY:

Licenses and permits issued by any one of the Metropolitan authorities should be honoured by all in the Metropolitan area. Qualifications for obtaining permits or licenses should be standardized. Industrial development in zones now set aside for industrial use should be given every possible encouragement and no new zones authorized unless the absolute necessity for such is proven.

The balance of Industrial, Business, Residential, etc., zoning must be preserved, as without this balance no equalization of tax burden is possible without subsidization.

In our tax structure, out of the 53 mills rate, 33 mills is set aside for educational costs, while only 20 mills remain for all other purposes, and public works, which should receive an amount equal to education, is starved.

Under these circumstances we can carry on only under increasing difficulties, with no hope of overcoming the unequal

1962

"Development assistance
should only be provided as
development scheme which would be
the essential principle in determining
Noel Dant in his report to the
Director General of the

(2) THE INDUSTRY

Licensed and permits issued
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developed
Industrial and should be
encouraged
units and
provided.

The balance
Residential, etc.,
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tax burden is
In the
22 million, 33 million
educational costs, while
for all other purposes, and
which should be
amount is

of the
the
the

S.H.Payne - presentation of brief.

- 342 -

A (Cont.)

"struggle, as our school population is increasing out of all proportion to our assessment, while the cost per pupil is steadily advancing.

We submit that if we are compelled to educate the children of the industrial workers, it is only fair and just that industrial assessment should bear a portion of the cost.

We further submit that the peculiar circumstances which pertain to the location and limited resources of our Town should be given some special study and consideration.

The Council of the Town of Beverly submits these comments and representations, which it believes to be of paramount importance.

Respectfully submitted, Mayor Flodin"

THE CHAIRMAN: Mr. Payne, I am sorry, I don't recall whether you identified yourself yesterday, are you, are you the mayor?

A No.

THE CHAIRMAN: A councillor?

A I am a councillor of the Town of Beverly.

THE CHAIRMAN: Yes, thank you very much, you might be seated and then if there are questions -- well, this brief then should be received as an Exhibit, number 31E .

BRIEF OF THE TOWN OF
BEVERLY AS PRODUCED MARKED
EXHIBIT 31E.

...as one school
...of all opposition

steadily advancing.

to submit

to submit the children of

to submit the children of

Industrial

Industrial

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THE CHAIRMAN:

recall whether you mean

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No.

THE CHAIRMAN:

I am a contributor of the

CHAIRMAN: Yes, the

be needed and they'll be

will this

S.H.Payne - Garside cr.ex.

- 343 -

MR. McKENZIE: Mr. Chairman.

THE CHAIRMAN: Yes.

MR. McKENZIE: Mr. Chairman, the witness has supplied us with three documents, the auditor's financial statement for the Town of Beverly for each of the years 1951, 1952 and 1953 which are the statistical background for the brief presented and we would like to enter these as an exhibit at the same time.

THE CHAIRMAN: Yes, one exhibit will cover them as 32E. Mr. McGruther, what are the years, please.

COMMISSION SECRETARY: 1951, 1952 and 1953.

THE CHAIRMAN: Thank you.

FINANCIAL STATEMENTS OF 1951,
1952 and 1953 AS PRODUCED
MARKED EXHIBIT 32E.

THE CHAIRMAN: Mr. Garside.

MR. GARSIDE CROSS-EXAMINES THE WITNESS:

Q Mr.Payne, could you tell me the superficial area of Beverly in acreage?

A No, I couldn't, not precisely but we could very easily arrive at that.

MR. DAVIES: I am not sure but I think it shows on some of the standard departmental auditors' statements.

Q MR. GARSIDE: I understand it is about one thousand acres, would that be right.

A It could be approximately right, I --

Q Now, what is your basis of assessment in Beverly, one hundred percent on land and one hundred percent on building or is there any differential between them?

A No, there is no differential, the tax structure is

Statement

years 1951, 1952 and

backed out for the year

like to enter these as

THE CHAIRMAN: Yes,

352. Mr. McClellan, who

COMMISSION SECRETARY

THE CHAIRMAN: Thank

Chairman

Mr. [unclear]

of [unclear]

Yes, [unclear]

possibly

Mr. [unclear]

on [unclear]

the [unclear]

Mr. [unclear]

now, would [unclear]

I could [unclear]

or, when [unclear]

the [unclear]

A (Cont.) based on one hundred percent valuation.

Q On land and buildings?

A I think it is the 1945 evaluation.

Q Now, your population is estimated here at what figure?

A I would estimate it at over five thousand at the present time.

Q When did you have a census the last time?

A Last year.

Q Last year and what was the nature of the census?

A It was a census taken to comply with the requirements of the Department of Municipal Affairs on which a grant is based, it is necessary to take this census yearly.

MR. DAVIES: Excuse me a minute, Mr. Garside, here is this information you required on this return, area, acreage, population and so on.

MR. GARSIDE: Mr. Payne, one of the members of the commission, Mr. Davies I think asked a question like this: that, What has the impact of the discovery of oil and gas in this area had on the economy of the City of Edmonton and, I think, he intended it to apply to all these municipalities and have you now, I believe that the discovery of oil was in 1947, could you furnish us, or the Board, with information, statistical information showing assessments in 1947, '48, '49 and on until the present time.

A That could be done, Mr. Garside, but I couldn't do it now at this moment.

Q No, could you give us any idea of the increase in

Q.

based on one hundred

on land and buildings

A. I think it is the 1965 evaluation.

Now, your population is estimated

thirty-

A. I would estimate it at over 71

present time.

Q. When did you have a census of

A. Last year.

Q. Last year and what was the nature

A. It was a census taken to comply with

ments of the Department of Statistics

which a grant is based, it is necessary

this is done yearly.

MR. DAVIES: Excuse me a minute

here is this information

return, area, acreage

MR. GARRISON: Mr. Davies, one of the

the company, Mr. Davies, that

like it, that has the

discovery of oil and gas in this

economy of the City of Edmonton

intended it to apply to all these

and have you now, I believe

of oil was in 1967, and you have

Board, with the

showing assessments in 1967

Q (Cont.) your assessment, we will say since 1947?

A Not to be anywhere near correct, I would have to rely on my memory.

Q Yes.

A It isn't sufficient but I could; on the other hand I have given you an increase, or an indication of the increase in growth of the town by showing, by pointing out the increase in growth in the population and it was 1200 in 1946 and is estimated at over five thousand now.

Q Well, have you any other information you could furnish to answer the questions of the commission you will do so?

A I could point out, Mr. Chairman, I don't think that it isn't only the impact of industrialization which is affecting the town, the fact is that Beverly has been in existence since 1913, as a town. It was originally a mining town and as can be well appreciated the miners built very low assessment dwellings and that condition existed until the mine ceased operation in 1947. We were a town of small holdings and very low assessment buildings, very little business and no industry, except the mine. The mine closed down and we have lost that industrial assessment and since that time have had a bridge open up across the river which puts the town, takes the town out of its previous location as a little back-water with no through roads or anything of that nature and puts us right on a main highway. We were forced to deal with a

A (Cont.) very very dangerous traffic situation, being situated right on the main highway and that in itself has had an impact on the town, it has made our traffic control quite a problem and we have had to increase the protection of traffic and try and provide sufficient lights, police and various other things to compete with that. It has also opened up a way to the industrial area in Strathcona which puts the town of Beverly in the position of being the closest residential area to the industrial development. It has also had the effect of making the town's residential development a desirable location for industrial workers and a large number of the present working people out at Beverly are engaged in operations or employment in the Strathcona Industrial area. That in itself had^a/great impact on the town, it has increased the building rate, increased the subdivision rate and, of course, it has also increased the number of school children, the requirements for school expenditures so the two things working together, the opening of the highway and the industrialization of that part of Strathcona has had a very serious and far reaching effect on the growth of the town.

Q Well, could you show that in statistical form, for the benefit of the commission, for instance how many families of how many plant employees have come to your town in the last two or three years, since 1947, have you any information as to that.

A I think, gentlemen, such figures could be supplied

1. Why not?

2. Being elevated right

way and that in itself has not

town, it has made our trial

problem and we have to

of traffic and try and give

police and various other

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A (Cont.) but I couldn't supply them at the moment.

Q You will supply them, will you?

A We will endeavor to supply them.

Q Now, you mentioned something about the ratio in assessment as between business and residential. Have you any idea what the ratio is?

A Do you mean the assessment ratio?

Q Yes.

A Or numerical ratio?

Q Assessment ratio first.

A I am afraid I couldn't supply the figures.

Q Well, how do you know that it is out of balance, for example, you have seen the figures, have you?

A I think it is quite obvious, gentlemen, that it is out of balance when we consider, when we are so well acquainted with the situation as we are and it could be, we could produce figures to substantiate our statement but it is quite obvious to us who live with it.

Q I am quite sure it is right but we would like to get a definite figure on that, if you can?

A I could point out, Mr. Chairman, gentlemen, that until recently we had no bank in the town, we had five thousand people in the town and no bank, we have a walk-in post office where the people walk in and get their mail and walk out again. It is open some part of the time and some part of the time it isn't. We had one picture theatre recently built which is never more than a third full, the capacity of the picture theatre is never more than a third taken up and we have no major businesses

moment.

You will certainly be able to do this.

We will endeavor to supply them.

Now, you mentioned something about the

assessment as between the two...

Have you any other what?

Do you mean the assessment?

Assessment of the...

I am afraid I cannot...

is out...

as well...

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has a definite value

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had five thousand pounds...

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one...

A (Cont.) whatever, we haven't a department store in the town, until recently we didn't have a hardware store in the town. We had small corner groceries, our people work in Strathcona, they work in the City of Edmonton and I doubt very much if there is more than one or two percent of our people who find employment within the town, they work outside the town and they spend money outside the town; they go to Edmonton to do their shopping, their banking, other business, anything of a major nature that isn't just merely an emergency purchase is done in the city, which is a natural thing and I think very readily understood and when you get five thousand people supplying themselves everything that they need of a major nature in the city it is a great contribution to the business and prosperity of the city, at the expense of the town. There could be no balance between industry and local business when such a condition exists, there is nothing there to warrant the building of a large store. There is one other thing I would like to point out, gentlemen, which works against the prosperity of a town and that is, the town has been, for a great many years, a mining town and some parts of the town are undermined and the mining operations took place between, within a one hundred and sixty to two hundred feet of the surface of the land so that there is still the danger of subsidence ^{are} and there/parts of the town where no major buildings could be permitted, no substantial building could be permitted and the only building we can permit over

(Cont.) However, we haven't a newspaper store in the town, until recently we had a few more stores in the town. We find corner groceries, our people work in they work in the City of Edmonton and I don't think very much if there is more than of our people who find employment within the town, they work outside the town and are proud to be outside the town. They go to another town to shop, their banking, other business of a major nature that isn't just merely a necessity purchase is done in the city, which is a thing and I think very readily understood by you for five thousand people supply everything that they need of a major nature city it is a great contribution to the prosperity of the city, at the same time there could be no balance between local business when such a condition is nothing there to warrant the large store. There is no other like to get the business, which would be the prosperity of the town and that has been for a long many years, and I think some parts of the town are underlined in the minutes book place within a one hundred a two hundred foot in the centre of the

A (Cont.) those areas have to be rigidly controlled and they have to be buildings that will not be effected by any future subsidence of the land. That fact in itself has worked against the prosperity of the town.

Q Could you tell me what regulations you may have in Beverly regarding the restrictions of buildings, zoning, standards of buildings.

A The building code adopted by the town is one suggested by the provincial authorities for adoption by small towns within the province and it is the basis of our building code. It has had to be adjusted on certain points to meet our own particular requirements. We are a town of working men and most of us do it ourselves and we have had to adjust our building regulations to meet our own requirements in that respect and as I say, the undermining of some parts of the town has had some effect on our building regulations. The town has been zoned since 1946 in an effort to control and organize the town in some sort of, to acquire some sort of balance.

Q In other words the zoning ordinances that you have there separates the town into classification for use, residence, industry, commercial, you have those?

A That is correct.

Q Classifications. Could you tell me whether or not they are lived up to?

A They are very effective, sir.

Q Very effective?

A Yes.

THE UNIVERSITY OF CHICAGO

...and they have to
...not be affected by any
...of the land. That is, in the
...against the price
...Could you tell me what
...in Beverly regarding the
...The building code enacted
...proposed by the
...adoption by the city

...and west of the
...to the
...requirements of the
...understanding of the
...effect on the solid
...been done since 1955
...organization
...sort of balance
...In other words the
...these aspects of
...use, residence, industry
...line is correct

PROFESSOR

Q Have you any plan available, ^{that} or/could be obtained, which indicate in what respect your town has been, has developed up to the present time, showing for example the portions available for industry, the portions reserved for industry, not built on and so on, have you any such a map?

A I could supply you with a map which shows the development of the town. Until about 1947, I think it was, we had no gas laid on in the town, we have acquired a gas system, we are now putting in sewer and water systems and it would cover, it was designed to cover 95 percent of the town but because of our restricted resources we had to curtail our installations and now the sewer and water installations which are not yet ready for operation will cover approximately forty percent of the town.

Q You have an agreement with the City of Edmonton with relation to the furnishing of water?

A Yes, we have.

Q And what have you to say as to the standards of engineering in connection with your sewer and water system and that of the city?

A That the standards of engineering have been worked out in agreement with the city by our consulting engineers and they have been approved by the city. If you wish me to say something about costs I can tell you that the city are charging us a 35 percent surcharge on our water, over and above city rates.

Q While you are on that point, could you tell me what you are paying for light, how much more that

Q (Cont.) is than the city rates?

A Our light is supplied by the Calgary Power Company and it is supplied on the rural town rate which is the same rate which would apply to such towns as Camrose, smaller country towns.

Q What relation has that to the Edmonton rate, higher or lower?

A I wouldn't like to compare it at the present time, I don't pay light bills but I think it is comparable except that it is based on a different minimum and a different kilowatt hours rate but it is higher than the city rate.

Q And do you happen to have figured out anything about the population density in the town?

A We have gone into that matter and the area of the town, zoned for residential purposes, could accommodate twelve thousand people at the same density as the average density of the City of Edmonton, which is roughly 15 per acre and at a density of 15 per acre, in single family dwellings, we could accommodate around twelve thousand people. At the present time our density would probably be about 30 to the acre, with five thousand people in the town but we are also unfortunate in the matter of controlling the population, as far as one family dwellings is concerned. It is a problem which all towns face, the city faces it too, we issue a permit for a single family dwelling, we find three families living in there, nothing we can do about it, they all have children, they all send them to school, we have an assessment on a house and it doesn't

A (Cont.) anywhere near cover the situation, all these people require services other than school services , there are many services which residents require other than school services and we find that we are powerless to do anything about a situation of that kind.

Q What is the school population of Beverly.

A I am afraid I couldn't give you the figures.

Q And did you hear or have you read a copy of this statement, the preliminary submission by the city to the Royal Commission?

A Not fully, Mr. Garside, I haven't.

Q Well, you are aware of the general nature of the proposal by the city?

A Yes.

Q That is, to make it into a metropolitan area, including Beverly, with one elected council, one --

A Yes.

Q One separate school board and one public school board. What have you to say as a representative of Beverly as to whether you agree with that proposal or not?

A I can only repeat what I said before when I addressed the chairman that we, in this matter, have acted independently, without any collusion or any cooperation with any other authoritative body, and administrative body and my own personal opinion is not worthy of consideration by this board, such a question should be put to the town and come from the council, I wouldn't care to give you my own personal opinion on the matter.

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Q I presume when you were considering this matter in council you dealt with the question of services you would require, the alteration in the ratio of assessment, whom did you think was going to furnish you with those additional facilities.

A I think in our brief we have tried to point out that the, that the remedy for this situation is beyond the powers of the town and we were hoping that the findings of this commission would go a long way to rectify the matters which we had pointed out and have long been aware of who are working against the interests of the town.

THE CHAIRMAN: But, Mr. Payne, if you, you have pointed out the problem in your brief very definitely, do you not think that they are entitled to a statement of the council, or by some responsible people in the Town of Beverly, as to what in the opinion of Beverly the solution should be?

A Well, we feel that the educational costs should be borne to a great extent by the industries which generate the residential costs. We have felt that our services and utilities should be made more effective if they were under metropolitan control, such as the police, fire, civil defence &c. We have asked for more definite control in the matter of planning of the area, we have asked for definite limits to be set and we have asked for encouragement for the development of the industrial areas, which are now in existence and zoned as such, the control and prohibition of the creation of new industrial areas until the absolute need for such is shown. We are in the unfortunate position of having a very

A (Cont.) desirable industrial area zoned as such which can be readily serviced but it does not become developed because of the tax structure and the lack of the power to put in and supply immediately utilities which industry requires. We have no industrial development whatsoever in the town, except Dominion Tar and Chemical Company.

Q MR. GARSIDE: Have you had any applications from industry to establish there?

A We have had many enquiries, sir.

Q And what has been the result so far?

A The results are, as I have stated, they have been discouraged by the meagre services offered and the high tax structure.

Q And your mill rate is 53, your mill rate is 53?

A Yes.

Q The situation in Edmonton, we have had many businesses established within the City of Edmonton, of course, we have the services and what was your reply to these industries when they asked you about the services, as to possible availability of them being extended from Edmonton.

A The industrial area which we have zoned now could readily be serviced provided the money was available. We are in the throes, now of installing sewer and water, as I say, of 40 percent of the town which covered mostly residential and business areas and if we had any worthwhile industry, as we have pointed out to these industrial enquiries, we could readily extend our services, it is designed to be extended but actually a matter of, more or less a matter of

Q. Now, the industrial area?

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Q. MR. GASTBET: Have you had any applications

industry to establish there?

A. We have had many enquiries, etc.

Q. And what has been the result?

A. The results are, as I have said

discussed by the member services officer

high tax structure.

Q. And your mill rate is 23, your

A. Yes.

Q. The situation in Edmonton we have

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A. The industrial area which

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A (Cont.) financing and good business whether we extend them or not.

Q Well, Mr. Payne, the brief that you have presented and the things which you have asked to be improved in the way of services and administration and everything else practically covers the whole field of municipal administration of supply and services and what would be left for you to do if all these were given, supplied to you, what would be left for you to do ?

A You mean in the matter of administration?

Q Yes, I mean where are these services to come from and if they are supplied to you who should administer them and what have you to say with regard/^{to}who should pay, from industry, should that be paid to you direct or what is your suggestion on that point?

A I don't think, Mr. Chairman, Gentlemen, that we are qualified to work out the mechanics of this thing, we have pointed out that every effort should be made to preserve local government, by that I don't mean exactly the retention of the council as such, I think that the large majority of our people favor some sort of amalgamation, either with the city or with the whole area but we do not and never did favor unconditional surrender to the city of our rights to look after ourselves.

Q Did the Board ever ask you to do that.

A I don't think official negotiations ever have taken place for amalgamation but many many talks have taken place, unofficial talks. There are many ideas

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Well, Mr. Payne, the brief that you have
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A (Cont.) prevalent at the present time which may or may not have some basis or foundation but no official approach has ever been made either by the city or by the town on that basis but I do feel that the feeling of the town would not be against the form of amalgamation, I think it is something that we feel should be left open to be discussed on its merits, would have to be conditional and some sort of representation for that number of people who will eventually populate the town should be approved, I believe that within a few years we will have ten, twelve thousand people in the town of Beverly and it is a wonderful residential location and if some sort of tax relief is, comes out of this enquiry I think the town will grow even more rapidly than it is growing at present. But, I think that number of people should be assured of some say in their own administration so that the question of amalgamation couldn't be discussed at the present time until the conditions of such amalgamation were known.

C But you have no objection to it in principle provided the principle of local government is afforded?

A I think the town would welcome it.

MR. BLACKSTOCK: Mr. Payne, following up what Doctor McNally said to you, which in effect was this: that this commission is entitled to have a clear cut expression of opinion from your town. Now, hearing your own brief read, I may say, that for my own part I think it is a very excellent document

MR. BLACKSTOCK: (Cont.) but it does seem to confuse the two issues that are before us. Now, there may be a variety of solutions to the problem we have to face but at the moment we have two suggestions before us: one is, that there should be a fixation by this commission, or rather a recommendation for a fixation by this commission of a boundary and within that boundary there should be one council which would control everything that the city of Edmonton controls now and Beverly, naturally, would be within that boundary. Now, that is the one suggestion, the other is that there should be created a metropolitan council, there, of course, would be boundaries, that the metropolitan council would be charged with certain duties and certain responsibilities, leaving all the residuary powers in the hands of the local council; that would mean the council of Beverly, Edmonton, Jasper Place and Strathcona if it was brought in. What we would like, oh, you have indicated in your brief something of that kind but a little of the one and a little of the other and you say that there should be conditions imposed. Now, you are perfectly justified in saying that but for my part, and I hope I am speaking for the rest of the Board, the commission, what we would like you to tell us clearly and specifically is if you would wish one council which would mean the abolition of the local bodies or whether you would prefer an overriding metropolitan governing body which can be charged with, say, with sewer, water, electricity, police protection, fire protection, that would be their responsibility, leaving the local councils

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MR. BLACKSTOCK: (Cont.) with all the residual powers that now exist and then to tell us the condition that you would like to have imposed. Now, if you could do that, Mr. Payne, it would be of very great help to this Board. Do you think that could be done? We will reconvene on the 22nd of November here. Do you think you followed me clearly enough that you could let us have some further information along those lines.

A You wish that as a further submission?

MR. BLACKSTOCK: A further submission.

A Or supplement to this statement.

MR. BLACKSTOCK: Yes, if you can.

A Yes, sir, that could be done.

Q MR. GARSIDE: Mr. Chairman, are you in agreement with my suggestion that Mr. Payne furnish to the commission statistical information from 1947 to the present time as of the method of, perhaps indicating to some extent the impact of this, of the discovery of oil and gas on all persons in the area.

THE CHAIRMAN: The commission would like to have all the basic material that it possibly can get. I think that possibly if you were to prepare a little memorandum covering all the things which you have mentioned in your examination that Mr. Payne has given an indication that they would do all possible to get it, I think if we could do that it would be of advantage to him, certainly the forthcoming information will be of greater value to all of us.

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MR. GARSIDE: It seems to me, sir, that if you got information of that kind within a comparable form from each district it will help you and help each one of us to understand the development better.

MR. ROBISON: Wouldn't it be wise if we could get that sort of information and have Doctor Mayo, say, prepare what would be a sort of a balance sheet so that it could be uniform.

MR. GARSIDE: Yes, sir.

MR. ROBISON: I don't know whether Doctor Mayo, do you know that, Doctor Mayo, some information that may be required in consultation with the commission--

MR. BLACKSTOCK: You mean in the form of a questionnaire.

MR. DAVIES: I am thinking about Mr. Payne getting some statistical information from 1947 on the basis of the impact of oil. Well, it can be confusing, you know, to interpret that situation in Beverly and Strathcona and other places and I think a question there of some kind that would elicit factual information, uniformly, would be more desirable, would it not.

MR. GARSIDE: I quite agree that whatever information is furnished should be comparable from each place.

MR. DAVIES: It might not be out of place to say, draw to the attention of those that are particularly concerned in this that if a summary were made of the annual statutory report to the Department of Municipal Affairs containing the bulk of this information for instance an examination of these returns that were

MR. DAVIES: (Cont.) filed for the years ending December the 31st, 1953, '52 and '51, you have the 1951 there. Mr. Garside and it indicates, it shows the population in each year at December the 31st, number of acres in the municipal area, the total assessment, the mill rate and all that other information and I would think myself that all it would involve would be your respective secretary-treasurers compiling a summary of the years on the different headings of your annual auditor's report in the statutory form that is sent to the department.

MR. GARSIDE: That is all right.

MR. BLACKSTOCK: On the other hand, if Doctor Mayo could compile a questionnaire of the information which should be furnished it might be much easier for the respective secretary-treasurers to compile that information and it would be uniform for all the areas.

MR. GARSIDE: Yes, sir, I think it would be of great advantage to all of us.

Do you think that can be done Mr. Mayo?

DOCTOR MAYO: Yes, I think the commission will have to have a meeting though to consider what they want, some information is easily available, for instance, but other sort of information we would like such things as where do the people work who live in Beverly --

MR. ROBISON: That is right.

DOCTOR MAYO: And in the other areas, now, it may be that the town council haven't got that information.

A I am afraid we haven't at the moment.

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Harries cr.ex.
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DOCTOR MAYO: And how many houses you have been compelled to build or service or service the land for during each year to house workers living in the industrial sections of Strathcona.

MR. DAVIES: It is very easy to get that information from the employer, the number of employers is limited, Canadian Chemical Limited have a personal index card of every employee, residence and so on, you can get that information as to the residence and employees from each of the employers within the area, without any difficulty.

MR. BLACKSTOCK: Well, in all probability we will present you with a questionnaire, one of these days for the digestion of the Board.

A Yes.

MR. HARRIES CROSS-EXAMINES THE WITNESS:

Q Mr. Payne, I am appearing on behalf of the Municipal District of Strathcona in this and there are one or two small matters arising from your brief that I wanted to ask you. First of all, I wanted, if I may, sir, to express agreement with what you said in the course of your reply to Mr. Garside, namely, that living in Beverly or indeed I might say having some familiarity with the area that the kind of problems that you face are perfectly obvious and it doesn't require a statistical demonstration although, and I think I am correct in saying on behalf of the Municipal District of Strathcona that that district realizes that there are important problems to be solved and in connection with your area particularly and ^{that} it is the wish of

Q (Cont.) the Municipal District of Strathcona to assist in arriving at the most reasonable kind of a solution for those problems without placing a penalty on yourselves or on the Municipal District of Strathcona, or indeed on any of our neighbors and the brief that you have presented, sir, as I say it outlines in explicit form the problems that you face. There is one thing that does occur to me and that is the division of assessment. Now, to the extent that this may be covered in the general questionnaire, maybe I don't need to deal with it but this morning there was an exhibit put in, 28E, by the City of Edmonton which gave an analysis of the 1954 assessment role as between land, buildings and different types of things and I thought, Mr. Chairman, that that might be a very useful thing to have for Beverly and I just leave it at that without putting it in the form of a question. I wonder, Mr. Payne, if you would care to elaborate on the statement, that really leads off the brief, that in the opinion of your council every effort should be made to preserve local government.

A By that I mean, or the town means that local representation should be assured. If we have a town of ten to twelve thousand people within a few years we feel that we have no right to not assure ourselves that they will have adequate representation in whatever form of administration is currently in control of things. It does not mean that we are insisting on the retention of the council of the town as such but it does mean that we feel those

A (Cont.) people should have adequate representation in whatever form of government is in control of municipal affairs at the time.

Q Would you agree with me, sir, that if your financial problem could be solved and you could still retain the type of council that you have today that that would meet with your approval and be preferable?

A My personal opinion, I think it would, it is a democratic principle that the administration of a community should be within the community itself, it is an accepted principle, it has worked very well over the ages, still works and a far away government loses touch with the local problems, local problems can best be dealt with locally but I feel that if the town had proper representation in whatever form of administration there was they would have that local contact.

Q You mentioned, sir, two underlying reasons for the lack of industrial assessment in Beverly, or shall I say to the detriment to the attraction of industry in Beverly and one was the tax rate and the second, I understand to be the problem of services to those industries. Would the 35 percent surcharge that you now pay to the City of Edmonton for your water have a detriment to industry locating in Beverly?

A Well, no possible doubt about that.

Q In other words, sir, the fact that you are in the position of being a purchaser of certain services from the City of Edmonton --

A Yes.

Q -- in itself reacts to the disadvantage of Beverly as an industrial location?

A That is true.

Q I am wondering, this is a very general question, sir, and might as such be unanswered. Several times reference has been made to the fact that there are people living in Beverly who work in the Municipal District of Strathcona industrial area and would you be able to give, in a general way, an indication of the relative importance of eastern employment, as it were, to western employment to the citizens of the Town of Beverly?

A You mean to distinguish the people travelling eastwards into Strathcona for employment and people travelling westwards to the city for employment?

Q I have in mind an exhibit that was put in by the City of Edmonton, the figures don't, the precise figures I don't have but it seems to me that for the Canadian Chemical there was something like twenty people who lived in Beverly and six hundred who live in the city which would indicate, in a very rough estimate, and subject to my incorrect arithmetic that about three percent of the labor force from, for the Canadian Chemical lives in Beverly. I am wondering, just in very general terms, you say you could say twenty percent of your employment, or employables in Beverly work in the M.D. of Strathcona and you said two percent, I believe in Beverly well then the balance of 78 percent in Edmonton, do you have any general idea of that relationship at all.

A I think, Mr. Chairman, I could only estimate that and I feel that the figure of 20 employees at the Canadian Chemical create somewhat of a misleading

A (Cont.) impression. There are other industries in the Strathcona area which do employ a considerable number of Beverly people and I could only guess at the percentage of the labor force of Beverly which are employed in the Strathcona area. I would estimate it at about 15 percent but I would like to point out that that is only my own estimation.

Q I realize from a survey standpoint it is awfully difficult to get a figure but that is your estimate, undoubtedly it is a good one, approximately 15 percent. Well, then I wonder, Mr. Payne, whether it would be correct to say this that the basis of the problem that Beverly has, I am thinking not only of terms of employment but where people spend their money, is not their proximity to the industrial area of Strathcona but their proximity to the City of Edmonton.

A I don't believe that to be altogether correct. The proximity to the industrial area of Strathcona has other aspects such as traffic, traffic control. We have, in 1946 before the Beverly bridge opened, or the new bridge we had one policeman who was able to look after the misdeeds and misdemeanors of the town, we found it necessary on the opening of the bridge and the chemical plant to employ five men and those men were quite often required to work overtime to keep control of the traffic and such like and also find that the traffic itself costs the town money, where trucks pass through the town, using the roads of the town which the town has to maintain, nothing was contributed from any outside source towards the maintenance and construction of those roads.

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the percentage of the labor force of Beverly who

are employed in the Stratford area. I would

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MR. DAVIES: Hasn't the province now adopted the policy of paying for trunk highways going through towns?

A We were informed, sir, that the province was responsible for the, I think it is 20 feet of black top on the highways that travel through the town and we were informed that we were responsible for the maintenance and safety of the shoulders, even on government highway, that is my understanding of the situation and I believe that can be verified, but, nevertheless we are required to provide sidewalks for the safety of the people travelling on that highway whether they are going to the town or going through the town, we are also required to provide safety and protection for our own people who use the highway as pedestrians, people who come on to the highway from our own side streets must have safe entrance and exit from the highway, it has affected our building standards, our building control, our police, our lights, it has had a very far reaching affect on the town and, of course, we have had to install traffic lights and some of the traffic will travel on the town roads rather than stop at the stop light so it has increased, not only the traffic on the highway but also the traffic on the town roads beating the highway.

MR. DAVIES: What stage are your negotiations at now with the R.C.M.P. in respect to policing.

A Merely at the enquiry stage, sir, we find that if we were to apply to the R.C.M.P. for a contract they would only partially fill our requirements and no

A (Cont.) such contract could be entered into until next June in any kind so that our approach to the question is merely in the enquiry stage at the present time.

Q MR. HARRIES: Mr. Payne, I appreciate that there are, ^{are} that there/real problems resulting from the, to the Town of Beverly resulting from the construction of the bridge and the traffic that goes through there but I suppose for a while, however, there have been some compensating factors, service station construction and that sort of thing which would help a little bit to offset the cost, would that be correct, sir.

A It is very doubtful if the income accruing from new business generated by highway use has compensated the town for the added cost engendered by the highway.

Q No, sir, I didn't suggest that, I just suggested that it helped in some way, whether it is enough or not enough I don't know, at least it gives you something in the way of an offset, maybe not an adequate one, of course.

A Yes, it has added to our business assessment to a certain extent and possibly will add more but at the present time it hasn't been a very substantial amount.

Q There is one other thing I'm wondering about, Mr. Payne, you might be able to help me. If I suggested to you that in general your problems were generated by your proximity to Edmonton and not to the M.D. of Strathcona, you suggested there were certain costs resulting from your proximity to Strathcona. Let me put this question to you. If the people of Beverly did their shopping in Beverly at a department store

Q (Cont.) established in Beverly, and banking and went to the movie theatres and so on, otherwise if they didn't have Edmonton just across the road, and yet they still had Strathcona and the same percentage of them are employed there or even a larger percentage and, as you have today would you not be considerably better off than you are today, maybe not as well off as you could be, I don't question that, but wouldn't you be considerably better off than you are today?

A I doubt if such a thing were possible, if the city was removed and we had a large agricultural area, such as Strathcona to draw from, we would no doubt be in a much better position than we are today.

Q Purely hypothetical, I was just wondering --

A But unfortunately I would like to add this, to get the picture straight, Strathcona does not do business in Beverly, they do their business in Edmonton and we have no industrial, no agricultural area to support the town or the town business.

Q This is another result then of, an unfortunate result shall we say, of being in close proximity to Edmonton, that is from the Beverly standpoint.

A Well, it could be true.

Q Thank you very much.

MR. ROBISON . . . EXAMINES THE WITNESS:

Q Mr. Payne, I would like to return to the matter that was expressed by Mr. Blackstock and Mr. Harries raised it again on administration,

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Q (Cont.) "Every effort should be made to preserve local government, and to retain and use the intimate knowledge of local conditions and problems which are inherent in the system." I had marked it when we were going ahead. You are apparently in the position now that you want to establish a principle but you don't want to define the terms. What I wanted to ask you, what I noted down is that you apparently want to reserve the right of those people to have a voice as a unit, would you object to or have you considered a ward system, supposing there was a ward created and Beverly was part of the ward would that, on balance, would you think that would be acceptable .

A I think it would, sir.

Q In other words, if they would be represented together with others in a ward?

A I feel that the, well, I know that the feeling of the town is not against some form of amalgamation --

Q No.

A But the town does feel that representation should be assured on whatever amalgamation is brought out, whether it was representative on a ward system or a county system or a metropolitan area, with adequate representation we feel the town would be quite satisfied and quite happy with that.

Q You are going to give that some more thought, are you?

A Yes, if we could, sir.

MR. McKENZIE CROSS-EXAMINES THE WITNESS:

Q Mr. Payne, your council have been a member of the Edmonton and District Planning Commission, I presume since the inception of that body?

A That is correct, yes.

Q And I understand that at one stage during your connection with that planning body the proposal came up that the Dominion Tar and Chemical Plant should be removed from the Municipal District and placed within your boundaries?

A That suggestion originated with the town.

Q And yesterday we had some submissions from the District Planning Commission to the effect that, I believe it was Mr. Blackstock put it, "their act lacked teeth to enforce planning decisions." Would you agree with that?

A Yes, I do.

Q Do you feel that it would/^{be}desirable to have mandatar^y membership in any regional planning organization that may be established.

A I think representation should be assured for the whole area, I don't see that planning can be effective if it only covers part of the area and not the whole area.

Q And what have you to say with regard to the recommendations as to the planning arrived at by the regional planning body as a whole, should they be binding on the member municipalities rather than as at present?

A I wouldn't like to say that they were binding without any recourse to appeal.

Q It goes back to your idea that local self-government should still have some voice?

A Well, in matters which affect only one municipality that municipality should be allowed to act, the act should be flexible enough so that the municipality can look after its own development but where the development affects more than one municipality then I think the decision of some governing body should be binding.

Q Going back to the beginning of your own brief and your proposition that every effort should be made to preserve local government, the city brief is based on the thesis that all residents of the metropolitan area would have a vote for the members of council administering the metropolitan area in much the same way as all residents of the City of Edmonton now have a vote for council that administers the city. Would such a scheme where all residents of Beverly had a vote comply with your proposal that every effort should be made to preserve local government.

A I don't feel that that would be adequate representation.

Q There is the three possibilities generally open, status quo, the city's plan of one council to govern the whole area or a sort of a federal plan in which certain powers would be given to the metropolitan organization and residual powers with the local self-government. I think you have made it clear that your council hasn't given any opinion on that but that is a thing that I think we would like your recommendations on prior to the next meeting.

A I think the general trend of our brief would favor the third of your alternatives rather than the other two.

Q In your brief you said that your high taxes have had a discouraging effect on prospective industrial development and Mr. Gertler pointed out that this was particularly apparent from all of the industry on the opposite side of the river from yourself and you have also mentioned that you have had several enquiries which never resulted in anything. Do you have any specific illustrations of industries which did not locate there and giving as their reasons taxation?

A Off hand I couldn't indicate any particular one.

Q Towards the end of your brief you have a paragraph which suggests. "We submit that we are compelled to educate the children of the industrial workers, it is only fair and just that industrial assessment should bear a portion of the cost." The proposal submitted by the City of Edmonton which would bring a large part of the industrial area within the taxing authority of the City of Edmonton would have the effect of obtaining from industry some contributions towards the cost of education in the area, do you have any other ideas than that proposal which would have the same effect.

A I think the town more or less favors the organization of the metropolitan school board as a separate entity which would control the maintenance and operation costs of the school and would also control

S.H.Payne - McKenzie cr.ex.
Davies ex.

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A (Cont.) the revenue which was allocated for such purposes.

Q Have you got any such refinements as to whether this metropolitan school board would be a taxing authority in itself or would be a requisitioning authority on the municipalities or --

A I am afraid that we haven't gone that far into the matter, we are not qualified economists.

Q Thank you very much.

MR. DAVIES EXAMINES THE WITNESS:

Q Mr. Payne, how many years is it since the Department of Municipal Affairs vacated their administrator in the Town of Beverly and allowed you to go back to electing a council? Is this the third year now or the second?

A Well, I think 1947 --

Q Have you been electing the council now since 1947?

A Yes, sir.

Q And how many years was the administrator there?

A I can't tell you, it was before my time.

Q Was it over five.

A I think the administrator came in during the, or immediately after the depression.

Q The present position in respect to the Beverly School District is that you haven't any school board, the Department of Education had to put an administrator in to administrate the school district, is that right?

A Hmm hmm

Q I am wondering if the people in Beverly as a whole put the same value on the importance of having an elected body as you do in your brief in view of these

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Q (Cont.) facts? Now, the election of elected representatives to a school board is a well known democratic function but Beverly is not taking advantage of it at the present time.

A The fact is, sir, is that we did have a school board operating for a great many years even when we had an administrator in to operate the, administer the town but when conditions got so bad that the school board gave up in despair, they found they could not possibly operate the school effectively. We have at the present time a four room brick school in the town and in use, it has been condemned for ten years as unsafe and it is still forced to use it. Our school board, when it was in existence, endeavored to put out the difficulties of financing and obtaining equipment, of attracting teachers of a quality they wanted to get and they eventually gave up and asked for an administrator to be put in, it was beyond them to run the school and that is the reason that there is no school board at the present time, it is not because they didn't want to control their own affairs it is because they were unable to.

Q Well, as a result of this administration that the department has imposed in respect to school affairs that hasn't served in any way, that I know of, to lessen the costs to the people in Beverly even if they retained their own board because, according to this brief from the school district, since the official trustee was put in they have gone ahead and made certain loans by way of debentures and have erected a school that the school board refused

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Q (Cont.) to do, that charge is still being borne by the people within Beverly school district, isn't it?

A Yes.

Q So it would appear that the board of trustees of the Beverly School District wasn't prepared to do what the official trustee had to do when the department put him in. Would that be correct to say that?

A I suppose it would.

Q I notice that the Edmonton school board rate, comparing these tables, the Edmonton school rate is 31.65 mills for school purposes out of the total of 52 and a half mills, and Beverly is 33 mills for school purposes out of a total of 53 mills in 1953 and it doesn't actually appear to be much variation as between the City of Edmonton and the Town of Beverly as to the proportion of the total mill rate as absorbed for school purposes and on the other hand when we turn to Jasper Place, in 1953 it appears that Jasper Place took 38 mills to run their school and I haven't got what the total mill rate was in 1953, do you know that off hand, Mr. Scott.

MR. SCOTT: I think it was the school 18 and 54 municipal is 12.5, school 42.

THE CHAIRMAN: Have you any questions, thank you very much. Mr. Payne, just before you leave I should remind you, I think, that your supplementary briefs or any other supplementary statements that you plan to make should be in our hands five days

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THE CHAIRMAN: (Cont.) before, you will remember that?

A I have a note made, Mr. Chairman.

THE CHAIRMAN: Thank you very much.

(The witness retires.)

THE CHAIRMAN: I announced this morning that at the conclusion of the hearing of the Beverly brief we should proceed with the presentation of the interim statement of the Municipal District of Strathcona, which, I understand Mr. Harries that you are to represent the M.D. at this time.

MR. HARRIES: The statement will be presented by Mr. Hawkins, sir, the secretary-treasurer.

THE CHAIRMAN: Yes, that is all right, I just wanted to know who was the man who was going to take, present this statement and be sworn or the other way around, Mr. Hawkins, what do you want to submit, something there for exhibit.

MR. HARRIES: Yes, sir, the material that was mentioned the other day, sir, the day before yesterday, sir, I thought I would present, I will present it myself if you wish or put it in through Mr. Hawkins, whatever the commission desires.

THE CHAIRMAN: Well, I am anxious that we should hear, at least get started with it this afternoon, at least I think we will accept it at the conclusion, Mr. Hawkins' statement, will that be all right.

MR. HARRIES: That will be all right, certainly.

THE CHAIRMAN: If Mr. Hawkins will come forward and identify himself by his initials and so on.

A. Hawkins - presentation of brief.

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ALFRED HAWKINS, having first been duly sworn, testified as follows:

MR. HARRIES: Mr. Hawkins, you are the secretary-treasurer of the Municipal District of Strathcona?

A That is right.

MR. HARRIES: If you would proceed to place the preliminary statement on the condition of the M.D. of Strathcona into the record.

A (By reading)

"Preliminary Statement to the Royal Commission on Metropolitan Development by the Municipal District of Strathcona No. 83

During the initial hearings of this Commission it is the desire of our municipality to place on record a general outline of our attitude with regard to the matters that this Commission has been directed to inquire into, and report upon.

While I am sure that the general attitude of the members of our Municipal Council and the expressed policies of that Council are known, to most of the individual members of the Commission, we thought it might be of assistance to the Commission to have those attitudes and policies restated in a more or less formal way.

The Council of the Municipal District of Strathcona is of the opinion that the existing boundaries of the local Government units, within the metropolitan areas described in the notice establishing the Commission, are satisfactory

Secretary of the Municipal

A That is right.

Mr. HARRIS: If you would proceed as far

preliminary statement on the condition.

of Strathcona into the record.

A (By reading)

"Preliminary Statement on the Royal

Commission on Metropolitan Development by the Joint

District of Strathcona No. 83

During the initial hearings of

Commission it is the desire of our members

to place on record a number of

regard to the matter of

has been requested to

upon.

While it is

of the members of our committee

expressed policies of the

most of the individual members

we thought it right to

Commission to have these attitudes and

recorded in a more formal way.

The Royal Government will, within

these questions in the notice

A.Hawkins- presentation of brief.

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A (Cont.) " and require no major amendment. To the extent that there are certain minor problems with regard to the present boundaries as between school districts, hospital districts and municipalities, we anticipate that such differences will be dealt with by the Coterminous Boundaries Commission which has recently completed its work. With regard to boundaries, therefore, it is our considered opinion that there does not exist, at this time, any persuasive reason for any sweeping change in the boundaries of the metropolitan areas under study by this Commission.

We express the unqualified opinion that the present form of local Government which exists in the urban and rural municipal areas of Alberta under study by this Commission is satisfactory and without need of amendment. Drawing upon the long experience that we, as a Municipal Council, have had we find that the existing form of local Government adequately and equitably provides for the orderly development of school and municipal services within the area. The present form of local Government preserves the most desirable aspects of public responsibility and local autonomy.

It has been informally alleged by certain municipalities that the present boundaries and form of local Government in the metropolitan districts of Alberta create

General, and requires no major amendment. To

the extent that there are certain minor
problems with regard to the present boundaries
as between school districts, hospital districts
and municipalities, we anticipate that such
differences will be dealt with by the
Continuing Boundaries Commission.

opinion that there does not exist, at
time, any persuasive reason for a sweeping
change in the boundaries of the municipalities
arise under study by this Commission.
We express the unqualified opinion

that the present form of local govern-
ment which exists in the State is
municipal and of itself is not
this Commission is satisfactory and with
need of amendment. Further, we
experience that we, as a Municipality, have
have had we find that the existing
local government adequately and soundly
provides for the orderly development
school and municipal services within the

However, the most desirable
responsibility and local autonomy.
It has been intimated that

A.Hawkins - presentation of brief.

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A (Cont.)

"administrative and financial problems.

When these allegations, together with such supporting statements as are necessary to make them comprehensible, have been placed in evidence before this Commission we request the opportunity to carefully study them and make reply when the Commission may direct, or, in the alternative, as we consider may be of assistance to the Commission. We do not wish to be misunderstood on this point. It is our belief that the problems confronting the complaining municipalities existed prior to the industrial development now enjoyed by our municipality, but our mind is not closed on that subject. These problems existed and, we believe, will continue to exist by reason of economic growth and not by reason of the existing boundaries and form of local Government. In common with other municipalities in the area, our municipality has felt the impact of change. We have been required to drastically readjust our income and expenditure pattern. We have found it necessary to make huge capital expenditures for schools and public works. To the extent that such expenditures have not been offset by increased revenues, the burden of our rate-payers has been increased. On the other hand we make no complaint because we believe

(1952)

administrative and financial problems. When these allegations, together with such supporting statements as are necessary, make them comprehensible, have the evidence before this Commission, and present the opportunity to carefully question them and make reply when the Commission may direct, in the alternative, as considered may be of assistance to the Commission. We do not wish to be understood on this point. I believe the problems confronting the Commission municipalities existed prior to the development now enjoyed by our municipalities, but our mind is not closed on these problems existed and continue to exist in reason of growth and not by boundaries and form of local government common with other municipalities. Our municipality has felt the change. We have seen required to drastically adjust our income and expenditure pattern. We have found it to make huge capital expenditures and public works. To the extent that a not again offset the burden of our people.

A.Hawkins - presentation of brief.
Harries cr.ex.

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A (Cont.)

"the continuance of responsible local Government must imply the acceptance of these problems and their solution. We think the same criteria should apply to other municipalities. We each must bear our own burden. If there be an overlap on either the revenue or the expenditure side the resulting inequalities can be adjusted where necessary with the assistance of the Province.

When the Government of Alberta acted on the demand for a Royal Commission (a demand which I must confess we did not subscribe to), we were indeed gratified to learn that it would be composed of such outstanding men as yourselves. We say this sincerely believing that before such qualified men any problems which exist will receive full and intelligent consideration. "

MR. HARRIES CROSS-EXAMINES THE WITNESS:

Q Mr. Hawkins, you may have noticed from the transcript the other day that we were requested to place in the record a statement of assessment and the relationship of lands, buildings and personal property to the total assessment and also the industrial plants as they relate to the total assessment and this exhibit entitled "Statement of Assessment of the Municipal District of Strathcona, no. 83 1947 to 1954." was drawn up by yourself, was it?

A That is right, sir.

(Contd.)

...of responsibility for the...
...must imply the acceptance of these
...and their solution. We think the
...criteria should be...
...We each must bear our own
...If there be an overlap on either
...the revenue or the expenditure side
...resulting inequalities can be adjusted where
...necessary with the assistance of the Province.
...When the Government of...
...noted on the demand for a Royal Commission
...a demand which I must confess we did not
...we were indeed gratified to
...learn that it would be composed of such
...outstanding men as yourselves. We say this
...sincerely believing that before such qualified
...men any problems which exist will receive
...full and intelligent consideration

IT HAPPIER CROSS-EXAMINES THE WITNESS:

Q Now I want to ask you, you may have noticed from the
the other day that we were requested to
record a statement of assessment and the
ship of lands, buildings and personal property
the total assessment and also the industrial
relate to the total assessment and this
led "Statement of Assessment of the
of State Income, etc."
draw up by yourself, was it?

A.Hawkins - Harries cr.ex.

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Q Would you be, we might enter that now, sir.

THE CHAIRMAN: Yes, the number of the brief is
33E.

THE BRIEF OF THE MUNICIPAL
DISTRICT OF STRATHCONA NO.83
IS ENTERED AND MARKED
EXHIBIT 33E.

THE CHAIRMAN: 34E will be the one which Mr.
Hawkins has just mentioned, the Statement of
Assessment 1947 to 1954 in Strathcona.

STATEMENT OF ASSESSMENT OF THE
MUNICIPAL DISTRICT OF STRATHCONA
NO. 83 ENTERED AND MARKED
EXHIBIT 34E.

MR. HARRIES: Pardon me, sir, how many copies does
the commission require, seven?

MR. ROBISON: Ten is asked for in application --

MR. HARRIES: Ten copies, thank you. The next
exhibit, sir, is the auditor's financial statement
for the Municipal District of Strathcona for the
year 1952 and following on that the auditor's
statement for the year 1953.

THE CHAIRMAN: Then 35E will be auditor's
statements for the Municipal District of Strathcona
for the years 1952 and 1953.

AUDITOR'S STATEMENTS FOR THE
MUNICIPAL DISTRICT OF STRATHCONA
FOR THE YEARS 1952 and 1953
IS ENTERED AND MARKED EXHIBIT 35E.

Q MR. HARRIES: There are extra copies of these
available for the people who are interested.
Mr. Hawkins you heard the mention of the Gertler
report in the submission of the Town of Beverly.
Are you acquainted with that report?

A Yes.

and you say we might enter that

Yes, the number of

DEPARTMENT OF STRAITS
IS ENTERED IN
EXHIBIT 13E.

11 of the one which

Hawkins has just mentioned, the State

Assessment 1947 to 1954 in Strathcona.

STATEMENT
MUNICIPAL DISTRICT
NO. 11 ENTERED IN
EXHIBIT 13E.

MR. HARRIS: Further, me, how was

the commission required, seven?

MR. ROBINSON: Ten is asked for in 1951

MR. HARRIS: In copies, how many

exhibit, sir, in the auditor's library

for the Municipal District of Strathcona

year 1952 and following

statement for the year

THE CHAIRMAN: Then 32 will be

statements for the Municipal District

for the years 1951 and 52.

AUDITOR
MUNICIPAL DISTRICT
FOR THE
IS ENTERED IN

MS: There are extra copies

available for the people who are interested

whether you heard the mention of

in the submission of a Town of

requested

A.Hawkins - Harries cr.ex.

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Q. I have here a study done by Doctor E.J. Hanson, entitled an Appraisal of the Metropolitan School District proposal. I am wondering if you could give to the Commission the background and the relationship of this study and its relationship to the Gertler report .

A Well, at the time that Mr. Gertler made the report which we commonly call the Gertler report on Metropolitan area the council of our municipal district got Doctor Hanson of the University department of economics to make an appraisal of it and he made an appraisal and we have the booklet printed up.

THE CHAIRMAN: And you are submitting them as exhibits, Mr. Hawkins.

A We submit them as an exhibit.

THE CHAIRMAN: This exhibit, a study --

A Appraisal.

THE CHAIRMAN: An Appraisal made by Doctor Hanson of the Gertler report, it will be 36E.

AN APPRAISAL MADE BY DOCTOR
HANSON OF THE GERTLER REPORT
IS ENTERED AND MARKED EXHIBIT 36E.

MR. BLACKSTOCK: Could you tell me, Mr. Hawkins, that Professor Hawkins still adheres to the views that he expressed in that report.

A That I couldn't tell you, sir.

MR. BLACKSTOCK: Has he said anything concerning that.

A Nothing to the contrary.

MR. ROBISON: Is that Gertler report in as an exhibit?

MR. HARRIES: Yes, I asked to have it put in yesterday,

A.Hawkins - Harries cr.ex.

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Q (Cont.) sir, it was placed in evidence yesterday afternoon.

MR. McKENZIE: It is 2OE.

THE CHAIRMAN: Yes.

Q MR. HARRIES: Mr. Hawkins you're familiar with that report, I gather?

A Yes.

Q Are you familiar with this section which is number 15 on page 28?

"That is view of the foregoing it would be inequitable to transfer the industrial assessment in the Cloverbar School Division to the Metropolitan School District, it would deprive the rural area concerned to provide, of the ability to provide a higher level of services, which is costlier in rural and urban areas, further it would widen more than ever the differential between rural and residential tax burdens.

A That is the belief of not only our municipal council but also the belief of the trustees of the Cloverbar School Division after giving it considerable study.

Q And is the statement of Doctor Hanson of the University who was retained to study the matter at length for the municipality?

A That is right.

Q Thank you.

MR. BLACKSTOCK: Mr. Harries?

MR. HARRIES: Yes.

MR. BLACKSTOCK: Doctor McNally had announced at the

MR. BLACKSTOCK:(Cont.) opening of this sittings that this Board was not going to be bound by strict legalistic rules but I have said more than once that it isn't in any way proper to break the rules into small pieces and throw^{the}/resultant fragments out of the window. Now, Professor Hanson is quite within call and I think that Professor Hanson should very properly come and present his own views and submit to cross-examination because I am informed that he has expressed views contrary to those expressed in this document.

MR. HARRIES: If that^{is}/the case sir, of which I am not aware, I don't see any reason in the world why he shouldn't be asked to come if he did state --

MR. BLACKSTOCK: I might be wrong but he is just across the street as it were.

MR. HARRIES: I certainly know, that as far as I am concerned, we have no reason not to call Doctor Hanson and if it would assist the commission we would be very pleased to have him come, I merely put this on the record to indicate the one reaction to the Gertler report which was placed on the record yesterday in the hopes that it would be of assistance to the commission.

MR. BLACKSTOCK: I am not quarreling with you about putting it in, Mr. Harries, that is perfectly proper, it is just to go one step further--

MR. HARRIES: I would be very glad to accede to your request. One other piece of information, sir, which was indirectly requested the day before yesterday and I really request the direction of the commission

MR. HARRIES: (Cont.) as to how this should be put in.

We have, in the rolls of the municipality information regarding a particular plant in the municipal district and the relationship between their assessment on land and improvements and personal property and the manner in which that has changed since the plants came in. Now, I personally don't wish, unless directed to by the commission, to place into the record the results for the individual plants and I wanted the direction of the commission in regard to that particular problem and having received it, then we would place it in the form that you request.

THE CHAIRMAN: The idea being that this would show the increase in assessment from year to year since the beginning of the industrial investment in Strathcona.

MR. HARRIES: In addition, sir, we think that the exhibit that was just now placed in with regard to assessment would indicate that in a general way but there is a problem which we conceive to be an important one of the relationship between land and improvements and personal property but any particular type of property of industrial development and we thought that, either this can be, ^{this} might be grouped in twos or threes or whatever the commission thinks, the information is available.

MR. DAVIES: There is one thing I was going to suggest to Mr. Harries was that in this table here, this summary you have given us --

MR. HARRIES: Yes,

MR. DAVIES: That we should know what plants it is that aren't in, that are not in.

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MR. HARRIES: I have that information, not on this table, that is a part of the table, just written in as at the end of 1953 the assessment figures for the industrial, the industrial assessment figure for the municipal district of Strathcona includes the Imperial Oil Refinery, the B.A. Refinery, McColl-Frontenac Refinery, Building Products and Interprovincial Pipeline plus other miscellaneous assessments such as Canadian Superior, Lane-Wells, a number of miscellaneous ones. Now, as at today there were in, that is plants constructed or nearly constructed as of this date but not included in the assessment for '53 would be the Dominion Oxygen and Acetylene Plant, Trans Mountain Pipe Line farm, Canadian Chemicals, Canadian Industries Limited, 1954, Sherritt Gordon and that, Mr. Chairman those, Mr. Chairman are the major ones, there are some further developments. There has been a start made on the construction of a Lube plant for Imperial Oil Refineries and there has been a major start, has been made a major addition to McColl-Frontenac Refinery, there has also been an addition to Building Products. Those, off hand, sir, are the only ones that I can think of.

MR. DAVIES: Would it be correct to say, Mr. Harries, that these five major undertakings, which you have referred to and which are not included in the 1953 assessment as being set aside for industrial plants, would it be correct to say that

A.Hawkins- Harries cr.ex.
Discussion

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MR. DAVIES: (Cont.) these are all in the process
of being assessed and that the secretary has on
hand a tentative assessment of those properties.

MR. HARRIES: I would be pleased to have the
secretary answer.

A On some of the others, sir, on the others the
assessment is worked up and not completed.

THE CHAIRMAN: The assessment what?

A The assessment has been worked on but not completed.

THE CHAIRMAN: It would seem for the consideration
of the matter of this commission as, that the
commission has to consider we would almost be
bound to have to have some information as to the
possible assessment value of these items that have
not yet gone into the record as assessed.

A I might say that one of those assessments and
quite possibly two of them will be reviewed by the
Alberta Assessment Commission sometime in November
so until it is reviewed by them the assessment
figures will not be final.

THE CHAIRMAN: Well, does that mean --

MR. ROBISON: Does -- I am sorry.

I want to get some information myself on this
assessment picture I wonder if Mr. Hawkins will
be finished by the time it is ready for us to rise
or whether he is going to have to come back, to
go into it may take a little time.

MR. HARRIES: I was going to say that if it is the
wish of the commission we could do the same thing
as I understand the commission has requested Edmonton

MR. HARRIES: (Cont.) to do, that is to put on the assessor on November the 22nd and give a complete outline of the way in which the assessment is conducted and what is included. Now, if that would be more convenient, I don't know whether Mr. Hawkins is the man to talk to about that or not.

A I know that with regard to the assessment all I get is the final figure, our assessor makes the final figure and he hands that over to me, the final outcome.

MR. ROBISON: In a major industrial area of this kind I think the following questions are very pertinent, personally I would like adequate information, firstly I would like to know how it is done, secondly, I would like to know who is doing it and thirdly I want to know the basis of evaluation, see what I mean, see what I am driving at?

MR. HARRIES: Yes.

MR. ROBISON: Your assessment of a building of a million dollars, that is an appraisal but we have had reports of buildings costing fantastic figures down here and I think that this is, that from where I sit it is very very important information and I would like full information on it.

A I can answer the second question but I would have to put the assessor on the stand to get the first and the third.

MR. ROBISON: Somebody is going to have to answer these questions.

MR. BLACKSTOCK: As I understand it, Mr. Harries, this is merely a preliminary statement.

MR. HARRIES: That is correct.

MR. BLACKSTOCK: But when we reconvene on the 22nd of November you will have a complete and ample brief giving all the information hat we are now asking for.

MR. HARRIES: That is correct, sir.

I may say this that it will be most helpful to us if we could have the benefit of direct questions such as we have just had with regard to the assessment and then it is possible to have the assessor draw up a complete memo covering all those points and I think that makes the information easier to handle and probably a good deal more accurate.

THE CHAIRMAN: Then, in answer to the question as to whether Mr. Hawkins attendance will be required tomorrow I think the answer is yes but I can't assure him of the hour in which we have to complete as you will recall the cross-examination of Mr. Moffat, we have space assuming that that doesn't take all the morning, we have the space between that and the noon adjournment which might complete your examination or might or might not in the afternoon, we have promised the school board that they will be heard so that the situation is the situation in which the commission finds itself and we hope that you will be able to fit in there somehow.

A Right.

THE CHAIRMAN: Therefore you will, we may count on your appearance tomorrow, yes, thank you very much.

MR. HARRIES: Pardon me, sir, I have one more question to ask Mr. Hawkins. Mr. Hawkins, have you done a

A.Hawkins - Harries cr.ex.

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Q (Cont.) survey with regard to where the workers in the M.D. of Strathcona live?

A We made a survey oh, be close to six months ago, I believe, Mr. Harries.

Q Quite frankly, the reason I am asking you is I just saw what I thought was a survey in the inside of your book but if you have done one and you believe it to be representative and accurate I might ask you if you would be kind enough to have copies made of it and submit it to the commission.

THE CHAIRMAN: That would be very helpful, Mr. Harries, if you, Mr. Hawkins would do it.

A Made in March of this year.

Q MR. HARRIES: Made in March of this year?

A Yes.

Q You could have copies made of it and submit it as an exhibit?

A That is right.

MR. McKENZIE: Mr. Harries' suggestion is we could give it a number now?

THE CHAIRMAN: Yes, 37E.

SURVEY WITH REGARDS TO WHERE
WORKERS IN THE M.D. OF STRATHCONA
LIVE IS ENTERED AND MARKED
EXHIBIT 37E.

MR. ROBISON: What is the definition?

A It is a report of the, where the people live who work in our municipal district.

MR. ROBISON: Oh, good.

A At the main industrial plants.

MR. ROBISON: Thank you, Mr. Hawkins.

Q. Now, I am asking you as I just

workers in the M.P. of Stephens lives?

A. We made a survey of, I close to six months

I believe, Mr. Harrison.

Q. Quite frankly, the reason I am asking you as I just

saw what I thought was a survey in the inside of your

book but if you have done one and you believe

to be representative and accurate I

if you would be kind enough to have copies

it and submit it to the commission.

THE CHAIRMAN: That would be very

if you, Mr. Harrison would do it

Made in March of this year

MR. HARRISON: Made in March of this year?

Yes.

You could have copies made: it and submit it to

an exhibit?

A. That is right.

MR. McKENZIE: Mr. Harrison, would you

give it a number now?

THE CHAIRMAN: Yes, yes.

EXHIBIT 103
L. H. 103
SURVEY WITH RECORD
MAY 1912

What is the date?

Witnessed this day

at

Mr. Harrison

Witnessed this day

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THE CHAIRMAN: Mr. Hawkins, just one moment, I am going to excuse this witness unless there is some question which involves his bringing additional information or documents for tomorrow morning.

MR. MOFFAT: There is one question, I don't know whether this witness or whether someone else, that is as to the number of school children in this area which we are discussing as part of Strathcona. Now, I don't know whether it should be this witness or if there will be someone from the school district of Cloverbar, I just raised it so they may tell us about it.

A That would have to be answered, we have no detail, information on school children at all.

THE CHAIRMAN: There is some information from the school division --

MR. MOFFAT: From Cloverbar?

THE CHAIRMAN: Yes, whether it has all the information it has some figures as to the total enrollment throughout the whole division, we can get that information, whether it is broken down to include this, from Doctor Jonason. Well, there is no other questions now, Mr. Hawkins, thank you very much. Stand down till tomorrow.

(The witness stands down.)

(At this time the Commission stood adjourned until Friday the 15 day of October, 1954 at 10 o'clock.)

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THE CHAIRMAN: Mr. Hawkins, just one moment, I am going to excuse this witness unless there is some question which involves his bringing additional information or documents for tomorrow morning.

MR. MURPHY: There is one question, I don't know whether this witness or whether someone else, that is as to the number of school children in this area which we are discussing as part of St. Stephens. Now, I don't know whether it should be this witness or if there will be someone from the school district of Cloverport, I just raised it so they may tell us about it.

THE CHAIRMAN: That would have to be answered, we have no details, information on school children at all.

THE CHAIRMAN: There is some information from the school division --

MR. MURPHY: From Cloverport?

THE CHAIRMAN: Yes, whether it has all the information is not some figures as to the total enrollment throughout the whole division, we can get that information whether it is broken down to include this, from Doctor Johnson. Well, there is no other question now, Mr. Hawkins, thank you very much. Stand down till tomorrow.

(The witness stands down.)

(At this time the Commission stood adjourned until Friday the 15th day of October, 1934 at 10

o'clock.)

